
ANNUAL REPORT

OF THE

OPERATIONS OF THE POST OFFICE OF INDIA

FOR 1860-61.

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No. 1621.

FROM

G. PATON, ESQUIRE,
Director General of the Post Office of India,

TO

W. GREY, ESQUIRE,
Secretary to the Government of India,
HOME DEPARTMENT.

CALCUTTA, the 8th October 1861.

SIR,

I HAVE the honor to submit the following Report on the administration of the Post Office during the official year ending with April 1861. I regret exceedingly that I have not been in a position to submit it on an earlier date, owing to the non-receipt, in my Office, of a report from the Post Master General of Bombay, till the 21st August, and a portion of the financial Statement of the Madras Post Offices, till the 13th ultimo.

2. The subjoined Table shows the number of new Post Offices and Letter Boxes which were opened during the year. The total number is 60. The increase as compared with the last year is 34:—

PRESIDENCY.	POST OFFICES.		LETTER BOXES.		TOTAL.		Increase over the year 1859-60.
	Opened in 1859-60.	Opened in 1860-61.	Opened in 1859-60.	Opened in 1860-61.	1859-60.	1860-61.	
Bengal,	9	20	2	4	11	24	13
Madras,	1	1	3	5	4	6	2
Bombay,	6	14	1	9	7	23	16
North Western Provinces,	1	2	3	5	4	7	3
Total, ...	17	37	9	23	26	60	34



3. The total number of Post Offices and Receiving Houses is 914, as exhibited in the following Statement:—

PRESIDENCY.	No. of Post Offices.	No. of Receiving Houses.	TOTAL.
Bengal,	258	13	271
Madras,	140	22	162
Bombay,	190	11	201
North Western Provinces,	260	20	280
Total, ...	848	66	914

4. The following Statement shows the number of Inspecting Post Masters' Divisions in each of the 4 Presidencies on the 30th April 1861:—

Bengal.	Madras.	Bombay.	North Western Provinces.
1. Burdwan.	1. Bangalore.	1. Berar.	1. Agra.
2. Bhaugulpore.	2. Bellary.	2. Deccan.	2. Bareilly.
3. Cuttack.	3. Canara.	3. Goozrat.	3. Benares.
4. Chittagong.	4. Cuddapah.	4. Malwah.	4. Ajmere.
5. Dacca.	5. Hyderabad.	5. Nagpore.	5. Cawnpore.
6. Nuddea.	6. Northern.	6. North Concan.	6. Delhie.
7. Patna.	7. Ootacamund.	7. Khandeish.	7. Futtehghurh.
8. Rajshahye.	8. St. Thos. Mount.	8. Oodeypore.	8. Fyzabad.
9. Tirhoot.	9. Tinnevely.	9. Scinde.	9. Jeypore.
10. Burmah Provinces.	10. Trichinopoly.	10. S. M. Country.	10. Lahore.
		11. South Concan.	11. Meerut.
			12. Mooltan.
			13. Rawul Pindee.
			14. Saugor.
			15. Umballah.

5. The Post Master General of Bengal has been relieved of the responsibility of the Post Offices in the Burmah Provinces by the transfer of those Offices to the Inspector there. That Official is now designated Chief Inspector of the Post Offices in those Provinces, and is vested with the powers of Post Master General (*vide* Government Order, Financial Department, No. 1458, dated 31st January 1861).

6. The subjoined Table shows the distance over which the Mails were conveyed throughout India by Railway, Mail Cart, Horses, Runners, and Boats. The total number of miles of Mail road in India, is 43,570 :—

PRESIDENCY.	Railway.	Mail Cart and on Horseback.	Runners and Boats.	TOTAL.
	Miles.	Miles.	Miles.	Miles.
Bengal,	248½	411	11,592	1,225½
Madras,	224	796	8,586	9,606
Bombay,	417½	2,256	6,680½*	9,384½
North Western Provinces,	126	2,277	9,926	12,329
Total, ...	1,016½	5,740	36,784½	43,570½

* 196 by Steam.

7. The average cost per mile of carrying the Mails in the several Presidencies, was as shown below :—

PRESIDENCY.	Foot Lines.	Horse Lines.	Mail Cart Lines.	BOATS.
	Average cost per mile.	Average cost per mile.	Average cost per mile.	Average cost per mile.
Bengal,	1 12 0	0 0 0	18 8 0	1 10 10
Madras,	2 2 4	0 0 0	18 9 8	0 0 0
Bombay,	2 4 0	15 15 4	26 5 4	15 7 6
North Western Provinces,	1 7 8	0 0 0	22 4 8	0 0 0
Average Total, ...	1 14 6	15 15 4	21 6 11	8 9 2

8. From the above Table, it will be seen that the cost in the conveyance of Mails by Mail Cart, has increased, except in Madras and Bombay, where the rates differ very little, as compared with those of the last year. The increase is attributable to the high price of grain. There has been a very slight reduction in the cost of the foot lines in all the Presidencies, except Bombay, where a slight increase has been apparent. The increase in the cost of the horse lines in Bombay, is chiefly owing to the additional rate allowed to the Contractor for the conveyance of the Mail between Poona and Nagpore, in consequence of the increased weight of the Overland Mails for Calcutta.

CORRESPONDENCE.

9. Before referring to the correspondence passing through the Post Office during the year under review, it seems to be incumbent on me to point out the errors which had crept into the Statement entered below the 6th para. of the last Annual Report. It appears that my predecessor, in contrasting the results of 1859-60 with those of the previous years, included, through inadvertence, the Banghy Parcels and Books. I have therefore corrected the Statement for 1859-60.

10. The following Statement is in continuation of that given in the last year's Report, being an estimate of the correspondence in Bengal, Madras, Bombay, and North Western Provinces, from the year 1854-55 (when the new system, or $\frac{1}{2}$ anna rate, of postage came into operation.) to 1860-61. The results of the years 1854-55 to 1859-60 were ascertained by calculation from the Returns of one month of each year, while those of 1860-61 have been ascertained from Returns for each month of the year. The latter may therefore be accepted as a closer approximation to accuracy.

PRESIDENCY.	One Year prior to the introduction of the $\frac{1}{2}$ anna postage, i. e. 1854-55.	1854-55.	1855-56.	1856-57.	1857-58.	1858-59.	1859-60.	1860-61
Bengal,	46,07,316	58,90,380	68,16,111	75,38,196	81,23,418	93,00,501	91,77,192	90,51,810
Madras,	39,51,561	54,06,672	57,07,164	71,29,044	77,73,729	81,08,191	82,61,857	89,37,123
Bombay,	35,11,056	63,01,260	71,01,768	87,09,828	1,16,07,168	1,51,15,272	1,29,78,681	1,23,75,436
N. W. Provinces, ...	70,09,710	1,11,36,288	1,26,76,584	1,38,83,052	1,15,03,611	1,81,24,068	1,73,67,072	1,67,09,741
Total,	1,90,82,673	2,87,97,600	3,23,01,660	3,72,60,120	4,25,07,880	5,09,76,030	4,77,88,105	4,70,77,110

11. It is to be borne in mind that the comparison of the results of the past year, with those of previous years, is scarcely fair, seeing that the annual total given above from 1854-55 to 1859-60 was obtained by multiplying, by twelve, the actual number of letters and newspapers received for delivery in one month.

12. From the above Statement, it will be perceived that the falling off in the correspondence of the year, as compared with 1859-60, is apparent in all the Presidencies, except in Madras, where the increase is 672,566, or 8.13 per cent. The decrease is, I think, chiefly owing to the withdrawal of European Troops from India. The result, however, cannot be considered as unsatisfactory, inasmuch as it shows an increase of 9,816,990, or 26.34 per cent over 1856-57 of 14,775,450, or 45.74 per cent over 1855-56, and of 18,279,810, or 63.47 per cent over 1854-55.

13. The Table given below exhibits the total number of chargeable letters passing through the Post Offices in one month of each year.

14. In 1849-50 the chargeable letters passing through the Post Office in India were as follows :—

Paid Letters,.....	4,310,597
Bearing Ditto,	5,808,166
	<u>10,118,763</u>

It will be observed that the chargeable letters in 1855-56 and 1860-61, when compared with 1849-50, have increased 132·53 per cent. and 232·60 per cent. respectively. If the result of 1860-61 be compared with that before the introduction of the low and uniform rate of postage, the increase will be 21,482,400, or 176·47 per cent.

15. The following Statement shows the progressive increase in the chargeable and Service covers, including newspapers, from 1854-55 to 1858-59. The cause of the falling off in the last two years is, in some degree, explained in the 12th para. of this Report. In the first year of the new, or half anna rate of, postage, the increase in the chargeable covers was 72·17 per cent. In the following four years it was as given in margin.

One month prior to the introduction of the half anna postage in 1861-62.			ONE MONTH IN 1854-55.			ONE MONTH IN 1855-56.			ONE MONTH IN 1856-57.		
Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.
10,14,406	1,26,387	4,49,430	17,64,328	1,99,801	4,35,671	19,60,774	2,43,452	4,87,604	22,43,006	2,87,984	5,74,045
ONE MONTH IN 1857-58.			ONE MONTH IN 1858-59.			ONE MONTH IN 1859-60.			ONE MONTH IN 1860-61.		
Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.	Paid and Bearing Letters.	Paid and Bearing Newspapers.	Service Covers.
24,61,681	4,09,890	6,54,094	30,36,393	5,01,998	7,59,701	28,24,052	3,98,669	7,21,806	28,04,606	3,53,557	7,64,955

16. I give in the subjoined Table the proportion of unpaid to paid letters received for delivery in each Presidency, in one month of the year, from 1854-55 to 1860-61. It shows that, notwithstanding the penalty of double postage, the habit of non-payment is still increasing.

PRESIDENCY.	Proportion previous to the introduction of the new system.	Proportion in 1854-55.	Proportion in 1855-56.	Proportion in 1856-57.	Proportion in 1857-58.	Proportion in 1858-59.	Proportion in 1859-60.	Proportion in 1860-61.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Bengal,	68½	21½	35	39	40	41½	43½	45½
Madras,	44	16	21	25½	26½	28	26	26½
Bombay,	67	18	19	26	30	32½	33	34
North Western Provinces,	68½	25½	42½	48½	49½	50	53	52½

17. The posting of letters bearing postage, is almost entirely confined to the Native population, and may, in some degree, but certainly not wholly, be attributed to distrust in the Post Office. By the Natives it is commonly believed, and not without reason, that a letter bearing postage is more secure, and more speedily delivered, than a paid letter. This will not appear strange when it is recollected that letters bearing postage must be delivered, or be brought back to the Post Office, as the postage must be accounted for by the postmen. But it is to be borne in mind that Natives not unfrequently send their letters *bearing postage*, as they write the object of them outside, and do not desire that the addressees should receive, or pay the postage on, them. All such letters are, therefore, ignored, or refused, by the addressees.

18. Pre-payment, no doubt, for obvious reasons, lessens the chance of security, not only *before*, but also *after*, letters are posted. But the chief cause of insecurity is the difficulty of ensuring delivery by the native postmen, as, if inclined, they may, and no doubt from interested reasons, occasionally delay the delivery of, or from sheer indolence altogether fail to deliver, paid letters. As the postmen perform the chief part of their work out of sight of the Post Master, it is difficult to watch or control them. They know well that their countrymen seldom or never make complaints, and that in the event of enquiry being made, the posting, despatch, transit, receipt, or delivery of an ordinary or unregistered letter, can seldom or never be proved.

19. The number of chargeable newspapers in each Presidency, is exhibited in the following Statement. It will be observed that the number had risen from one million five hundred thousand in 1854-55, to six millions in 1858-59. The falling off which has taken place in the number of newspapers, may be attributed to the reduction of European Troops in the country, the increase of charge on newspapers received from England *via* Southampton, and the compulsory pre-payment on newspapers, especially as regards the Native Press.

PRESIDENCY.	One month prior to the introduction of the new postage in 1854-55.	One month in 1854-55.	One month in 1855-56.	One month in 1856-57.	One month in 1857-58.	One month in 1858-59.	One month in 1859-60.	One month in 1860-61.
Bengal,	36,151	47,290	66,992	78,035	106,748	111,307	85,782	84,553
Madras,	21,862	42,733	48,283	69,971	77,587	79,372	82,092	72,724
Bombay,	35,810	40,629	45,583	65,654	97,135	167,819	107,123	92,657
North Western Provinces,	32,564	69,144	83,494	84,324	128,420	143,500	123,672	103,623
Total, ...	126,387	199,801	243,152	287,984	409,890	501,998	398,669	353,557
Estimates for one year, ...	1,516,644	2,397,612	2,921,424	3,455,808	4,918,680	6,023,976	4,784,028	4,242,684

20. From the subjoined Table it will be perceived that the number of official letters in one month of 1860-61 is on the increase in all the Presidencies, except in the North Western Provinces, as compared with one month of 1859-60.

PRESIDENCY.	One month in 1851-55.	One month prior to the intro- duction of the ½ anna postage in 1854-55.	One month in 1854-55.	One month in 1855-56.	One month in 1856-57.	One month in 1857-58.	One month in 1858-59.	One month in 1859-60.	One month in 1860-61.
Bengal,	72,888	87,972	88,858	94,080	88,062	91,077	101,458	110,781	124,591
Madras,	78,106	78,471	68,428	78,327	108,773	106,223	118,076	121,216	161,261
Bombay,	64,041	96,529	106,803	128,837	162,142	199,796	265,347	203,779	208,000
N. W. Pro- vinces, ... }	147,770	165,767	152,242	168,116	198,661	227,551	249,580	246,155	286,971
Total,	357,805	423,742	416,356	469,960	547,638	624,647	734,461	681,911	730,823
Estimate for one year, }	4,293,660	5,081,904	4,996,272	5,639,520	6,571,656	7,495,764	8,813,532	8,182,932	8,769,876

21. I regret to find that the Returns of Service letters are not correct, inasmuch as the practice referred to at para. 85 of my Report for 1855-56, and my circular, No. 406, of 7th July 1856, annexed thereto, appears to have been permitted in the Calcutta Post Office. I am not in a position to state whether the practice has been prevailing in the other Presidency Post Offices, but if such has been the case, the number of covers shown in the Returns, has been exaggerated. I shall take measures for preventing a recurrence of such mistakes.

22. I do not find that any explanation of the increase of Service covers has been attempted to be given since my Report of 1855-56, in which I pointed to "the increase in the number of Public Departments, and the remarkable degree of impetus lately given to the working or supervision, and consequently to the correspondence, of all Departments." Some additional explanation, however, has become necessary, as the impression given by the Returns would otherwise be erroneous.

23. When the new Post Office Act came into force in 1854, it was anticipated that a large reduction in the number of Service covers would follow the prohibition of the franking of Sepoys' letters. The privilege of franking was, however, a few months afterwards, very much restored, inasmuch as Sepoys' Family Remittances, and all correspondence referring thereto, as pointed out in Sections 1, 2, 3, 4, 5, 6 of para. 189 of the Post Office Manual, are permitted to be sent through the Post Office under a frank. Sepoys' letters have always been chiefly confined to their Family Remittances, so that there has not been that reduction in such covers as was anticipated.

24. During the mutiny, the correspondence of the Madras Troops with their wives and families serving in the North Western Provinces, was permitted to be franked. The

same privilege was conceded, and is still continued, to the Punjaub Regiments serving out of their own country, and lately all native Troops serving in China had the privilege extended to them.

25. All letters for European Soldiers, of which there is a vast number, when *re-directed*, are not charged with postage, and are returned in the accounts of the Post Office as *Service covers*.

26. There has been a vast increase of *Service letters* by the large number of offices formed in consequence of the annexation of the Provinces of Nagpore and Oude, the extension of the Educational Department, the formation of the Civil and Military Finance Commissions, and the introduction of the Budget system and Income Tax.

27. The formation of the Telegraph Department, and its progressive extension, give rise to a large amount of official correspondence, more especially as a copy of almost every *Service message* is sent by Post, owing to the uncertainty of the communication by Telegraph.

28. There is a very large increase of *Service covers* by the vast number of officials, Civil and Military, who have to move about in the performance of their duty, especially by those who hold their offices during the hot season in the Sanataria or Hill Stations. The officers conducting their duty in the Hills usually have their Head Quarters, or offices in the plains, to which their correspondence is directed, so that in reaching them, the covers have to be re-directed or forwarded from, and eventually returned to, the office in the plains. The multiplication of *Service covers* that thus results by each redirected cover being treated as a fresh despatch, is very great.

29. Amongst the chief causes of the increase in the number of *Service covers*, I have to include the re-organization of the Postal Department in 1854. This has arisen chiefly by the large number of new offices by the appointment of Inspecting Post Masters, but also in other ways.

30. Prior to the Post Office Act of 1854, the working of the Dead Letter Office was almost nil. A large and increasing number of unclaimed paid covers are now returned to the senders, and as they are sent back under *Service covers*, we have an explanation of a considerable increase in the number of so-called *Service covers*.

31. There were very few letters registered prior to 1854. The Returns now show a large and increasing number, and as the original receipt is returned to the office of despatch, under a *Service cover*, we have therein also an explanation of a considerable increase in the number of *Service letters*.

32. In 1854 the system of fines in force in the Post Office of the North Western Provinces, in checking the mis-sending of letters, &c., &c., was extended to the other Presidencies. The receipts for mis-sent letters or packets were returned to the detecting offices under *Service covers*. The mis-sending of covers (a certain percentage is unavoidable in

every Post Office) has increased with the correspondence of the country. The system of fines is no longer in force, as it has been superseded by a more simple one, which, I trust, will be equally effective in checking the mis-sending of letters and packets without the disadvantage of burdening the Mail by increasing the number of Service covers.

33. From the preceding paragraphs it is obvious that the number of Service covers, shown in the Post Office Returns, is no criterion of the actual number of letters *written* on the Public Service only. It is not practicable, however, without a new system of accounts, to ascertain what proportion the latter (including the number re-directed,) bear to the covers not on the public Service, but that are forwarded *free* of charge, and shown under the head of Service covers in the Returns of the Post Office.

34. The Postal Department has no means of checking the number, weight, or bulk of official correspondence, beyond what originates with itself, but it can, and must, set the example, and so soon as the hearty co-operation of all Departments will have been obtained, there can be no doubt the reduction that is feasible in respect to weight and bulk, will probably be not less than 50 per cent.

35. Any reduction that can be made in the official correspondence without interfering with efficiency of supervision or control, may be accepted as confined to *weight* and *bulk*, and must rest entirely with the officials empowered with the privilege of franking, but more especially with the heads of Departments, as they have the power of checking any abuse of the franking privilege by the facilities possessed by them of comparing the postage incurred by their subordinates, and requiring explanation when it appears excessive with respect to that of others holding similar appointments. In short, the heads of Departments may, in the exercise of their discretion, have the official correspondence expanded beyond, or contracted below, the degree necessary for supervision and control.

36. I have had no reason to think that the privilege of franking is abused, excepting by inattention to weight and bulk of official correspondence. The imperative necessity of *minimising* the weight and bulk of official correspondence in India, has not, as far as I am aware, ever been properly or prominently pointed out—when fully recognized, the desired result will doubtless be attained, more especially if those who needlessly burden the Mail be held responsible for the postage unnecessarily incurred. I shall shortly submit a report, in which I shall point out how easily the heads of Departments may exercise the necessary check on the weight and bulk, and also on the number, of official covers sent through the Post Office by their subordinates.

37. It is almost incredible the enormous quantity of enclosures or annexures unnecessarily sent through the Post Office by all, but chiefly by large, offices, especially in the Vernacular Departments. There can be no doubt that there would be no such waste of stationery and clerical labour, if the correspondence in all public offices, was conducted on the principles by which Banking and Mercantile firms are regulated in such matters.

38. I incline to the opinion that the service of Government would be equally well performed, if a little more than half the quantity of stationery, heretofore authorized for correspondence, be withheld; but in order that such a reform take effect, the system

of correspondence by *Docket* on all trivial or important matters, would have to be introduced throughout India, as has been successfully done* in the Punjab, and rules to the following effect, in view to the saving of weight and bulk, would have to be promulgated.

1st. Thick foolscap should not be used when a light kind will answer, nor should light foolscap be used, when bath post, or light country paper will answer equally well.

2nd. A half sheet of paper should not be used, when a quarter sheet will suffice ; nor should a sheet of paper be used, when half a sheet will answer the purpose.

3rd. All correspondence of an ephemeral character should be written on the lightest kind of Europe, or Country, paper.

4th. Communications of a trivial nature, which can be expressed concisely in a few words, may always be written on a quarter sheet of paper, in the form of *docket*, and need not exceed a $\frac{1}{4}$ tola in weight, or single rate of postage.

5th. Letters or Reports should be complete in themselves, or clearly and fully set forth every fact necessary for the ready understanding of the case, whereby it will seldom be necessary, excepting in special cases, to submit annexures or enclosures.

6th. English and also Vernacular letters written only on one side, or not more than half of the *reverse*, should be folded and addressed in the same manner as a private letter.

7th. Vernacular correspondence should be conducted after the English practice ; no compliments should be permitted ; and the writing should be in a closer and more condensed form than is customary.

8th. The habit of using an envelope for each letter, should be checked.

9th. Envelopes may be ordinarily dispensed with, unless important enclosures have to be forwarded.

10th. A set of envelopes of various sizes, and kinds of paper, should be made up according to the dimension and importance of papers despatched, so that one of an unnecessary *size or weight* may not be made use of.

11th. A double envelope must not be used, and wax cloth should never be had recourse to, unless as a special case, or where the enclosures are of great importance.

12th. Periodical Returns and all documents of a similar nature may, generally, be put in wrappers like covers to a newspaper, open at both ends.

13th. All letters of the same date, to the same address, should, when practicable, be put into one cover.

14th. Inattention to *any* of the above rules, whereby the number of covers passing through the Post Office, or the weight and bulk of the mail, is unnecessarily increased, will render the official who despatches them liable to be *debited with the postage that may be found to be unnecessarily incurred.*

39. I do not think there is any necessity for nine-tenths of Service letters exceeding a quarter tola in weight. The Postal Commissioners calculated the average weight of Service covers at 2·018 tolas, which I cannot but think too low an estimate. At present it would be difficult to find one, excepting the notices of " advice " sent by one Treasury to another, under quarter tola. When it is remembered that of 48,570 miles of post roads in India, the mails are carried over 82,448 miles on the backs of men, and that *weight is the great element of cost*, the necessity for stringent rules in view to the reduction of weight, will be apparent.

40. The following Statement shows the number of chargeable and Service parcels sent through the Post Offices in India, in one month of 1849-50 to 1860-61. I apprehend that the diminution in the number of *private* parcels is owing to the extension of the Railway, which stands as a bar to the Post Office in undertaking the duty of conveying such parcels to and from stations between which there is a daily communication by Rail.

APRIL 1858.		APRIL 1859.		APRIL 1860.		MONTHLY AVERAGE OF 1860-61.	
Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.
5,963	7,547	7,058	7,506	6,532	6,798	5,918	7,479
4,778	2,180	5,658	2,177	4,840	2,043	5,188	2,276
5,082	3,767	5,781	3,901	4,528	4,283	4,198	3,975
9,728	5,393	14,509	5,516	11,915	6,067	11,127	6,510
25,551	18,887	33,006	19,100	27,815	19,191	26,431	20,542
3,06,612	2,26,644	3,96,072	2,29,200	3,33,780	2,30,292	3,17,172	2,46,504

41. From the above, it will be seen that Service parcels are steadily on the increase.

78-94 5-70 9-82 15-75 1-12 6-47 7-03	I give in the margin the percentage of increase since the introduction of the Post Office Act of 1854. The increase may be chiefly attributed to the number of Stamps and Forms in connection with the Income Tax and Budget system that have been transmitted through the Post Office. I have reason to think that the Forms supplied by the Allypore Jail Press, and much of the stationery furnished by the Superintendent of Stationery for the use of Public Offices, might be transmitted by a less costly mode of conveyance than the Parcel mail. If indents were timely made on those Offices for one year, at the close of the rains, the Forms and stationery need not, I think, ever be sent through the Post Office.
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42. The following Table shows the number of Books, Pamphlets, &c., sent by "Book Post" in one month, from 1854-55 to 1860-61. There has been progressive increase in the use of the Book Post during all the years for which reports were submitted, with the exception of the memorable year 1857-58, the circumstances attending which affected the transit of articles throughout the whole of India.

1-59.	ONE MONTH IN 1858-59.			ONE MONTH IN 1859-60.			ONE MONTH IN 1860-61.		
	Total.	Books posted in India.	Imported Book Post Packets.	Total.	Books posted in India.	Imported Book Post Packets.	Books posted in India.	Imported Book Post Packets.	Total.
3,806	4,401	1,394	5,995	4,106	1,525	5,631	4,392	1,339	5,731
4,382	3,146	1,075	4,221	Not shown separately.		3,492	3,549	1,193	4,742
2,300	2,228	1,050	3,278	2,959	1,678	4,637	3,201	1,205	4,406
4,277	4,945	1,929	6,774	6,472	2,151	8,623	7,153	2,049	9,201
14,765	14,720	5,548	20,268	13,537	5,354	22,383	18,295	6,085	24,380
1,77,180	1,76,640	66,576	2,43,216	1,62,444	64,248	2,68,596	2,19,540	73,080	2,92,560

43. The Statement given in the margin, exhibits the number of Registered letters

PRESIDENCY.	April 1865.	April 1866.	April 1867.	April 1868.	April 1869.	April 1860.	April 1861.
Bengal,	6,605	10,271	12,058	12,055	13,977	17,444	16,602
Madras,	3,994	5,470	5,931	7,951	9,265	9,076	8,690
Bombay,	2,052	8,054	4,188	6,074	7,368	9,240	9,005
N. W. Provinces, ..	6,120	9,114	9,177	9,162	10,502	11,442	11,033
Total, ..	18,671	27,909	31,354	35,242	41,102	47,202	46,380
Estimate for one year,	224,052	334,908	376,248	422,904	493,224	566,424	556,560

posted in one month of each year from 1854-55 to 1860-61. The proportion of Registered letters to the whole correspondence, is 1·18 per cent. In the Post Office at Calcutta, Madras, and Bombay, the number of Registered letters posted in one month of the year under review, amounts to

10,397, which is nearly equal to one-fourth of the whole number of Registered letters posted in all the Post Offices of India. A large number of covers connected with the Post Office, on which, no fee was paid, is included in the number of Registered letters. Such covers will not appear again in the Returns, as Post Masters are now prohibited from registering any cover connected with the management of the Post Office.

44. The practice of registering letters, is shown by the above Statement to be increasing. The same result is observed in every Post Office in Europe, where a low and uniform rate of postage is in force. A greater increase may still be anticipated, as Registration is now authorized to many more countries than formerly.

45. The subjoined Table exhibits the number of chargeable and Service covers, including Newspapers, sent for delivery through the District Post during the year 1860-61.

PRESIDENCY.	1855-56.		1856-57		1857-58.		1858-59.		1859-60.	1860-61
	Chargeable and Service Letters and Newspapers.	Paid letters sent from Thanna to Thanna.	Chargeable and Service Letters and Newspapers.	Paid letters sent from Thanna to Thanna.	Chargeable and Service Letters and Newspapers.	Paid letters sent from Thanna to Thanna.	Chargeable and Service Letters and Newspapers.	Paid letters sent from Thanna to Thanna.	Chargeable and Service Letters, and Newspapers, and paid letters, sent from Thanna to Thanna.	Chargeable and Service Letters and Newspapers
Bengal,	3,45,931	38,408	3,90,108	56,310	3,90,984	53,321	5,05,212	42,748	5,34,540	5,83,255
Madras,	6,48,324	3,17,217	8,32,068	4,42,152	9,21,684	5,18,225	9,69,864	5,18,225	15,60,128	10,80,194
Bombay,	6,01,896	1,48,929	No return.		No return.		.....	.....	11,51,368	11,37,415
N. W. Provinces,	5,90,010	1,51,152	10,08,720	2,83,038	6,98,484	1,10,047	9,05,822	2,32,402	16,72,625	11,78,771
Total, ...	21,86,161	6,55,770	22,30,896	7,81,506	20,10,152	6,81,603	23,80,898	7,93,375	49,37,661	39,68,035

46. That the utility of the District Post is appreciated by the rural public, is apparent from the circumstance of the increase in the number of covers. It cannot be doubted that the use of the District Post would be more extensive, if amalgamated with the regular Post Office, and I incline to the opinion that the time has come for the gradual attainment of this object, wherever it may be practicable. If we look for great improvement by the expansion of correspondence, we must be prepared to lay out a considerable sum for re-organizing and improving the efficiency of the District Post throughout India. I have no doubt the expense would soon be much more than covered by an increase in the revenue of the Post Office.

47. The following Statement shows the number of unclaimed and refused letters received at, and disposed of by, the Dead Letter Offices at Calcutta, Madras, Bombay, and North Western Provinces, during the year 1860-61 :—

	BENGALE		MADRAS		BOMBAY		NORTH WESTERN PROVINCES	
	Number of chargeable letters unclaimed or refused during 1860-61	Proportion	Number of chargeable letters unclaimed or refused in 1860-61	Proportion	Number of chargeable letters unclaimed or refused in 1860-61	Proportion	Number of chargeable letters unclaimed or refused in 1860-61	Proportion
The number of unclaimed <i>Paid</i> letters returned to Senders,	18,375	45.83	21,170	90.16	10,083	71.70	16,412	61.66
Ditto that cannot be disposed of,	21,601	54.16	2,910	9.83	8,161	28.20	9,392	36.13
Total,	40,206	100.00	23,480	100.00	14,043	100.00	26,824	100.00
The number of unclaimed <i>Bearing</i> letters returned to Senders,	51,912	80.97	67,415	69.73	88,381	52.93	28,008	23.47
Ditto that cannot be disposed of,	91,139	69.62	7,712	10.26	34,130	47.07	61,322	76.52
Total,	147,951	100.00	75,127	100.00	72,520	100.00	1,10,330	100.00
The number of refused <i>Paid</i> letters returned to Senders,	238	16.68	174	17.14	229	77.36	147	60
Ditto that cannot be disposed of,	1,104	83.37	841	82.85	67	22.63	98	40
Total,	1,432	100.00	1,015	100.00	296	100.00	245	100
The number of refused <i>Bearing</i> letters returned to Senders,	11,967	23.28	26,865	97.85	28,441	66.86	61,465	44.57
Ditto that cannot be disposed of,	89,427	76.71	589	2.14	14,418	83.64	76,417	55.42
Total,	51,504	100.00	27,454	100.00	42,859	100.00	1,37,882	100.00

48. From the above, it will be seen that the results of the working of the Dead Letter Department, are unsatisfactory. In view to improvement of this important Department, I have drawn up, and introduced, a set of Rules for guidance, which, if carefully and stringently carried out, and followed up by a closer degree of personal

supervision by the Post Masters General, I anticipate that much greater exertions will be made by Post Masters, and also by Inspecting Post Masters, in effecting the delivery of letters and papers.

49. At the end of the official year 1860-61, the staff of Officers, Clerks, and others of the Postal Department in each Presidency, was as under. The Punjab and Scinde were formed into a separate division under a Post Master General, in December 1860.

	Bengal Number.	Madras Number.	Bombay Number.	N. W. P. and Panjab Number.	TOTAL.
Director General of the Post Office,	1	0	0	0	1
Post Masters General,	1	1	1	2	5
Inspecting Post Masters,	10	10	11	15	46
Post Masters and Deputy Post Masters,	260	141	173	264	838
Clerks (English,)	834	191	205	839	1,129
Ditto (Vernacular,)	32				
Post men, and other, servants of the Post Office,	703	449	468	619	2,239
Road Establishment, consisting of Superintendent Overseers, Mut-suddes, Runners, Bearers, Coachmen, Syces, Post- men and others	3,460	4,108	3,311	8,728	19,607
Bullock Train,	847	0	0	860	707
Total, ...	5,148	4,900	4,197	10,327	24,572

COMPLAINTS.

50. The Table given below, shows the number of complaints of various description, made by the public, and recorded by the Post Masters General. They are, more or less, connected with enquiries respecting missing, or mis-sent letters, over-charge on covers, and delay in the delivery of them. In a large number of the cases, no blame could be attached to the Post Office.

PRESIDENCY.	Well founded.	Groundless.	Unsuccessful.	Under enquiry.	TOTAL.
Bengal,	157	5	204	3	369
Madras,	36	71	27	9	143
Bombay,	185	109	111	1	406
N. W. Provinces, ...	54	27	25	0	106
Total, ...	432	212	367	13	1,024

51. In illustration of the nature of some of the groundless complaints against the Post Office, I quote the following paragraphs of the Report from the Post Master General of Bengal :—

“In August last, the addressee of a parcel, complained that instead of one and half gold mohur, he received only one gold mohur, in a parcel delivered to him through the Monghyr Post Office; but on a reference being made to the sender, it was ascertained that only one gold mohur had actually been sent, and not one and half, as was complained of by the addressee”

“A service parcel, to the address of the Commissioner of Patna, was despatched from Calcutta, but it was reported not to have been received by the addressee. On enquiry it was found that the parcel had been duly delivered, but through the carelessness of the Commissioner's clerk, the fact of delivery was unknown to the *Commissioner*.”

“In May 1860, the Sub-Treasurer of Fort William reported the non-receipt of a Government Promissory Note, said to have been forwarded in a letter to his address, from the Salt Agent, Hidgelee, but on enquiry it was found that the Promissory Note had not been sent in the letter”.

“In July 1860, Mr. C. Steer complained that two remittances from Chittagong had not been received by him, but it was afterwards found that they had been duly received.”

52. The offences which have been committed by the officials of the Post Office, during the year under review, are shown in the subjoined Table :—

PRESIDENCY.	No. of ascertained cases of dishonesty on the part of the Post Office Officials.		TOTAL.
	No. of legal convictions.	No. of cases Departmentally punished.	
Bengal,	20	1	21
Madras,	5	6	11
Bombay,	13	4	17
Princes,	9	13	22
Total, ...	47	24	71

Bengal, .. 3
 Madras, .. 8
 Bombay, .. 27
 N. W. Provinces, 15

53

53. I am happy to be able to state that the number of highway robberies, is much less than that of the previous year. The number of cases, is as given in margin, and of these, thirty-three took place in the Foreign Territory.

DAWK BEARERS' DEPARTMENT.

54. The Receipts and Disbursements on account of Dāk Bearers, during the two years 1859-60 and 1860-61, were as follows:—

PRESIDENCY.	1859-60.			1860-61.		
	Receipts.	Disbursements.	Surplus.	Receipts.	Disbursements.	Surplus.
Bengal,	75,824 7 8	69,817 7 8	6,007 0 5	56,115 0 0	59,298 11 6	4,816 4 6
N. W. Provinces, ...	54,789 6 5	44,006 4 2	10,783 2 3	52,098 14 4	41,636 12 7	10,462 1 9
Total, ...	1,80,613 14 1	1,13,823 11 5	16,790 2 8	1,08,213 14 4	92,935 8 1	15,278 6 8

STAGING BUNGALOW FUND.

55. The following Table exhibits the Receipts and Disbursements of the Staging Bungalow Fund in Bengal and the North Western Provinces, during the last two years:—

PRESIDENCY.	RECEIPTS.		DISBURSEMENTS.		SURPLUS.	
	1859-60.	1860-61.	1859-60.	1860-61.	1859-60.	1860-61.
Bengal,	22,101 13 7	22,756 7 5	17,664 14 10	19,036 12 8	4,436 14 9	3,719 10 9
North Western Provinces,	72,449 7 8	68,978 3 10	53,275 8 7	50,085 1 8	19,173 15 1	9,888 2 2
Total, ...	94,551 5 8	91,729 11 8	70,940 7 5	78,121 14 4	23,610 13 10	13,607 12 11

56. From the above, it will be seen that there is a decrease in the receipts in the North Western Provinces, which is owing to the discontinuance of the practice of crediting 10 per cent. on the receipt from travellers by mail cart and vans to the head of "Staging Bungalow Fund." The increase in the charges in the North Western Provinces, has been caused by the re-opening of Staging Bungalows. The surplus in Bengal cannot, it seems, be accurately ascertained, as the Post Master General reports that no return of charges, connected with the repair and construction of Bungalow, could be obtained from the Public Works Department.

57. The total number of Dāk Bungalows in Bengal and the North Western Provinces, was 88 on the 30th April 1861, as shown below:—

Bengal,.....	37	No. of Dāk Bungalows.
North Western Provinces,...	51	Do. Do.
	<u>88</u>	

MAIL CART AND PARCEL VAN.

58. The Receipts derived from Passengers proceeding by Mail Cart and Parcel Van, during the year, are shown below:—

PRESIDENCY.	Fares from Mail Cart Passengers.	Fares from Parcel Van Passengers.	TOTAL.
Bengal,	0 0 0	10,130 4 0	10,130 4 0
Madras,	4,315 5 6	0 0	4,315 5 6
Bombay,	1,308 8 9	0 0	1,308 8 9
North Western Provinces,	62,032 12 3	61,282 8 0	1,23,315 4 3
Total, ...	67,631 10 6	71,412 12 0	1,39,064 6 6

BULLOCK TRAIN.

59. The total number of miles of Road in Bengal and the North Western Provinces, over which the Bullock Train runs, is, in Bengal, 300, and the North Western Provinces 1,773,—total 2,073 miles.

60. In the subjoined Statement, receipts and charges of the Bullock Train Department, in Bengal and the North Western Provinces, for the past two years, are exhibited:—

	RECEIPTS.		DISBURSEMENT.		SURPLUS.	
	1859-60.	1860-61.	1859-60.	1860-61.	1859-60.	1860-61.
Bengal,	4,97,181 15 0	5,52,888 13 0	5,60,764 9 1	3,88,046 5 0	Deficit. 63,572 10 1	1,71,842 8 0
N. W. Provinces,	9,44,788 2 9	9,15,462 7 10	4,75,246 2 4	6,58,862 15 11	Surplus. 4,69,542 0 5	2,57,079 7 11
Total, ...	14,41,970 1 9	14,75,851 4 10	10,36,000 11 5	10,46,429 4 11	4,05,969 6 4	4,28,921 15 11

61. From the above it will be perceived that the surplus in 1860-61 exceeds that in 1859-60 by Rupees 22,952-9-7; hence, it may be presumed, that the working of this Department is satisfactory. I must here remark that the use of the Bullock Train in Bengal, was given up entirely to the Military Department at different intervals; consequently, the continuous despatch of private goods was disturbed.

62. The Post Master General, North Western Provinces, gives the following reason for the decrease in the receipts in his division—

" This is owing to fewer despatches of Troops and Military Stores having been made during this than the previous year, consequent on the rebels having been driven out of the Provinces, and peace restored throughout the country."

" The discontinuance of the practice of receiving and despatching Bullock Train packages from one station to another, on the Railway line, is another cause of the falling off observable in the receipts for the year under review."

" The receipts shown above also include the collection on account of Bullock Train on the Agra and Indore line, transferred to the Post Office Department on the 1st May 1860, so that the actual decrease in the North Western Provinces and Punjab, is very nearly Rupees 1,30,000."

63. The cause of increase of Rupees 1,83,136-13-7 in the disbursement, is attributable to the establishment of the new line from Agra to Indore, and partly to the necessity for the maintenance of establishment of an Express Train to meet the special requirements of European travellers on the line of road between Lahore and Peshawur, and Lahore and Mooltan.

64. In Bengal and the North Western Provinces, the number of Bullock Train robberies that occurred in 1860-61, was as follows :—

Bengal	20
North Western Provinces	26
	—
	46
	—

Out of 46, compensation was paid in 34 cases; in three instances, the implicated parties have been convicted and punished—the other cases are still pending.

65. The subjoined Table shows the number of Postage labels of each denomination, sold in each of the four Presidencies, and the amount realized thereon during the year 1860-61 :—

PRESI- DENCY.	½ Anna Labels.	1 Anna Labels.	2 Anna Labels.	4 Anna Labels.	8 Anna Labels.	½ Anna Enve- lopes.	1 Anna Enve- lopes.	½ Anna Note Papers.	6 Pie Labels.	VALUE.
Bengal,...	8,524,411	1,404,056	490,263	541,874	181,438	27,624	21,500	47,589	65,969	4,92,981 15 1
Madras, .	5,064,419	670,427	217,926	287,476	88,407	28,160	7,640	18,048	64,778	8,21,160 4 10
Bombay,	5,528,066	868,781	278,683	378,860	97,844	88,194	18,341	20,115	81,952	4,09,248 4 10
N. W. P.	4,965,561	1,099,293	230,504	364,843	35,781	112,545	36,748	106,637	61,104	3,76,006 12 7
Total, ...	19,072,457	4,042,507	1,212,876	1,572,553	347,970	206,528	79,529	192,389	223,803	15,99,847 5 4

FINANCIAL RESULTS.

66. In order to show in what proportion the postage receipts have increased as compared with the years 1853-54, 1858-59, and 1859-60, I give the subjoined Table :—

	1853-54.	1858-59.	1859-60.	1860-61.
Letter and Newspaper Postage, ...	17,37,743 0 5	8,89,131 11 5	9,08,706 3 0	9,16,421 5 6
Parcel Ditto	2,53,127 2 6	3,30,852 0 8	3,26,966 5 0	3,07,444 4 7
Sale of Postage Stamp,	0 0 0	11,98,880 14 6	14,49,044 12 1	15,99,847 5 4
Total,...	19,92,870 2 11	24,24,864 10 7	26,84,717 4 1	28,23,212 15 5

67. From the above it will be seen that the increase is Rupees 8,30,342-12-6, or 41.66 per cent. over the year 1853-54, Rupees 3,98,348-4-10, or 16.42 per cent. over the year 1858-59, and Rupees 1,38,495-11-4, or 5.15 per cent. over the year 1859-60. This is partly attributed to the circumstance of half anna and one anna postage stamps having been used for four months, pending the preparation and supply of "Receipt Stamps" under the Act No. XXXVI of 1860.

68. The cause of the decrease in the Banghy receipts, especially in the North Western Provinces, as compared with 1858-59 and 1859-60, is fully explained by the Post Master General in the following terms :—

"The Banghy Receipts appear to have reverted to its former standard, as will be seen by the Statement noted in the margin. The collections for 1860-61 show an increase of Rupees 36,161-7-0 over the receipts for 1856-57. The extraordinary increase shown in the year 1858-59 and 1859-60, was accidental, owing evidently to a temporary stoppage of trade in 1857."

	Banghy Receipts.
1856-57	100,498-14-1
1857-58	37,336-5-7
1858-59	164,709-4-10
1859-60	150,696-1-6
1860-61	136,660-6-0

69. The following Statement exhibits the gross receipts of the Post Offices in India, during the years 1859-60 and 1860-61, and, include, the Bullock Train Receipts in Bengal and the North Western Provinces" :—

PRESIDENCY.	1859-60.	1860-61.	Increase.	Decrease.
Bengal	9,41,214 11 0	10,82,757 5 8	1,41,542 10 8	0 0 0
Madras	4,85,879 10 5	5,04,866 0 0	18,986 5 7	0 0 0
Bombay	6,07,260 0 11	6,68,479 13 7	61,219 12 8	0 0 0
North Western Provinces	19,86,280 10 2	19,47,004 8 1	0 0 0	39,276 2 1
Total	40,20,635 0 6	42,03,107 11 4	2,21,748 12 11	39,276 2 1

70. The following Table shows the official postage for 1849-50, and from 1853-54 to 1860-61. The Postal Commissioners *estimated* the postage on Banghy Parcels at 3,39,996 Rupees. The official postage shown by them did not include the Banghy postage, though the amount is greater than that of all the subsequent years, excepting the years 1858-59 and 1859-60, which were in a great measure affected by the mutiny. In the 246th para. of the Report for 1855-56 I remarked that the official postage on Service parcels could not be ascertained with any degree of certainty. At the time of relinquishing the charge of the office of the Director General of the Post Office in March 1857, I addressed a circular letter to all the Post Masters General, desiring them to ascertain the correct amount of official letter and parcel postage; and to give the information in their annual Report. I regret to find that the instructions appear to have been lost sight of, and that some of the Post Masters have included Banghy Postage, along with that of Letter Postage in their accounts, and others have not done so. The decrease in 1860-61, as compared with the two preceding years, is nominal, and apparently owing to a defective form of accounts of official postage having been kept in all the Post Offices. It would, at present, be vain to attempt to give correct results under this head, because I am certain that no reliable information can now be gathered from any of the Post Masters General; hence, any comparison would be unfair. In view to ensure a correct return of postage on Service parcels, I have drawn the attention of all the Post Masters General to the instructions given in March 1857, and requested them to submit a separate memo. of Banghy postage from May last, to the Office of the Compiler of Post Office accounts, where the financial statements of the current year will be prepared. I trust that I shall be in a position to submit my next Report in a more satisfactory manner, as regards official postage on letters and parcels. A vast number of the former are re-directed, but the postage thereon has not, I have reason to think, been ascertained, or charged; so that the total of official postage is under much the proper amount.

PRESIDENCY.	1849-50.	Assumed Postage. 1853-54.	Estimated Postage. 1854-55.	1855-56.	1856-57.	1857-58.	1858-59.	1859-60.	1860-61.
Bengal, ...	0 0 0	0 0 0	0 0 0	3,64,072 14 9	3,93,375 15 6	4,54,311 6 2	4,69,444 7 6	4,53,772 2 6	4,20,033 5 0
Pegu, ...	0 0 0	0 0 0	0 0 0	56,175 13 10	53,048 11 0	52,341 7 3	68,235 6 6	65,746 6 0	26,551 11 0
Eastern Settlement,	0 0 0	0 0 0	0 0 0	5,337 14 2	3,362 10 0	3,097 15 0	3,118 4 4	4,396 3 0	5,491 7 6
Madras, ...	0 0 0	0 0 0	0 0 0	2,72,969 7 0	3,09,801 9 6	3,82,894 10 6	4,24,635 9 0	4,90,063 2 0	4,05,965 15 2
Bombay, ..	0 0 0	0 0 0	0 0 0	3,86,243 13 0	4,76,315 6 0	5,99,418 11 0	7,54,906 10 0	8,60,191 5 0	7,56,307 9 0
N. W. Provinces, ...	0 0 0	0 0 0	0 0 0	5,652 8 0	6,46,102 9 6	3,61,146 13 6	8,04,828 12 8	8,72,843 8 6	7,70,384 9 0
Total, ...	24,71,168 15	1,24,71,168 15	1,13,00,000 0	16,30,662 6 9	18,62,006 13 6	18,53,210 15 6	25,279 2 0	27,47,012 11 0	23,84,784 8 8

71. The subjoined Table shows the increase and decrease in each item of Receipt under each head :—

	1859-60.	1860-61.	Increase.	Decrease.
Total Postage,	26,87,058 6 10	28,25,726 1 5	1,38,667 10 7	0 0 0
Bullock Train,	10,94,196 2 9	11,56,976 9 8	62,780 11	0 0 0
Mail Cart and Passenger Van,	1,49,461 0 9	1,39,064 6 6	0 0 0	10,396 10 3
Fines,	20,393 4 6	18,058 4 4	0 0 0	2,335 0 2
Savings,	53,529 3 7	45,187 5 2	0 0 0	8,341 14 5
Miscellaneous,	15,996 14 1	18,095 0 3	2,098 2 2	0 0 0
Total,	40,20,635 0 6	42,03,107 11 4	2,03,546 3 8	21,078 8 10

72. The gross disbursements of the Post Offices in the four Presidencies of India, during the year 1859-60 and 1860-61, are given in the following Table :—

PRESIDENCY.	1859-60.	1860-61.	Increase.
Bengal,	8,46,113 2 4	11,02,417 11 9	2,56,304 9 5
Madras,	7,46,227 14 0	7,57,347 10 4	11,119 12 4
Bombay,	12,18,637 12 3	12,27,144 13 2	13,507 0 11
N. W. Provinces,	16,78,200 13 10	18,92,594 0 2	2,14,393 2 4
Director General of the Post Office,	28,613 12 9	42,510 13 0	13,897 0 3
Total, ...	45,12,793 7 2	50,22,015 0 5	5,09,221 9 3

73. The subjoined Table shows the charges of every description under the several heads of account, during the two years, 1859-60 and 1860-61.

	1859-60.	1860-61.	Increase.	Decrease.
Salaries and Establishment,	12,34,379 1 7	13,87,981 14 1	1,03,602 12 6	0 0 0
Road Establishment,	9,89,348 4 0	8,25,339 1 7	0 0 0	1,64,009 2 5
Contingent charges,	5,10,023 3 11	3,40,274 1 2	0 0 0	1,69,749 2 9
Bullock Train,	6,03,385 5 4	9,92,966 9 8	3,87,581 4 4	0 0 0
Mail Cart,	10,34,402 10 8	13,96,595 14 7	3,62,193 3 11	0 0 0
Bounty Money,	2,808 11 0	2,015 11 0	0 0 0	793 0 0
Banghy charges,	74,416 11 11	64,678 5 9	0 0 0	9,738 6 2
Pensions,	20,035 1 10	29,185 3 8	9,150 1 10	0 0 0
Repairs of Buildings,	6,753 6 0	7,306 1 9	552 11 9	0 0 0
Miscellaneous,	27,650 14 11	25,672 1 2	0 0 0	1,978 13 9
Conveyance of Mails,	7,500 0 0	0 0 0	0 0 0	7,500 0 0
Total,	45,12,793 7 2	50,22,015 0 5	8,62,990 2 4	3,53,768 9 1

74. It will be seen from the above that the increase arose chiefly from the Bullock Train and Mail Cart. In the North Western Provinces, the increase in Bullock Train charges, is owing to the transfer of the late transport train on the Agra and Indore line, to the Post Office Department, the increased allowance given for Bullocks in consequence of the famine prices of grain, and the employment of additional establishment of Bullocks on the Lahore and Peshawar, and Lahore and Mooltan road, to meet the requirements of European and other travellers in that part of the Punjab.

75. In Bengal, the increase of charges in the Bullock Train, is owing to the disbursement of part of the year 1859-60, i. e., from May to December 1859, having been reimbursed by the Military Department, under which the management of the Train had remained for that period (*vide* para. 39 of the last annual Report).

76. The increase of charges in the Mail Cart Department, has been apparent throughout India, and cannot but be attributed to the higher rates paid for horses and increase of establishment on several important lines. In Madras alone, the increase is merely nominal, as it will be a set-off against the decrease shown under the head of Road Establishment.

77. The increase in salaries and office establishment, is observable in all the Presidencies, and is attributable to the opening of new Post Offices and lines, the transfer of establishments from the head of contingent charges, to that of salaries and establishments, and the increase allowed to some of the Post Offices during the year

78. The following Statement shows the financial results, with, and without, the postage due on official correspondence of the Post Offices in the four Presidencies of India, during the official year 1860-61, adding the Indian share of Steam postage due to the London Post Office, and deducting the Steam postage due to the London Post Office.

Presidencies.	Gross Receipts in 1860-61.	Indian Share of Steam Postage due by the London Post Office.	Total.	Deduct Steam Postage due to the London Post Office.	Net Receipts.	Deduct Disbursements in 1860-61.	Deficit.	Official Postage.	Surplus.
Bengal,	10,82,757 5 8	48,593 6 8	11,31,280 12 4	1,72,293 2 0	9,58,987 10 4	11,13,045 7 0	1,54,057 12 8	4,52,076 7 6	2,98,018 10 10
Madras,	5,04,866 0 0	22,841 11 6	5,27,707 11 6	28,720 2 2	5,03,987 9 4	7,57,975 5 7	2,53,987 12 8	4,05,965 15 2	1,41,978 3 11
Bombay,	6,68,479 13 7	78,778 4 6	7,47,258 2 1	1,26,917 6 2	6,20,340 11 11	12,37,772 8 5	6,17,431 12 6	7,56,307 9 0	1,38,875 12 6
N. W. Provinces,	19,47,004 8 1	0 0 0	19,47,004 8 1	0 0 0	19,47,004 8 1	19,03,221 11 5	43,782 12 8	7,70,384 9 0	8,14,167 5 8
Total,	42,03,107 11 4	1,50,143 6 8	43,53,251 2 0	3,22,930 10 4	40,30,320 7 8	35,22,015 0 5	9,91,694 8 9	23,84,784 8 8	15,98,089 15 11

79. I annex a list of the Returns which accompany this Report. With reference to the Statement showing the rate at which the mails travel, I may observe that the circumstances affecting the speed are explained at paras. 29 to 45 of my Report for 1855-56. The short distance over which the Railways as yet extend in India, is a bar to their being instrumental in improving the speed or regularity of the mails, as it is not yet found advisable to have special Trains to meet the postal requirements. As the Trains usually start only twice in twenty-four hours, it is obvious that a large margin of time has to be allowed in arranging for the arrival of the mails at the Railway Terminus. When, from unforeseen circumstances, the mail is detained and reaches a Terminus too late, it may be detained for twelve hours, more or less, and when, in the interval, a second mail is received, two mails may reach their destination simultaneously. The irregularity thus arising gives rise to many complaints; but it is unavoidable, so long as special Trains for the mails are not available.

I have the honor to be,

SIR,

Your most obedient Servant,

G. PATON,

Director General of the Post Office of India.



ANNUAL REPORT

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA,

FOR THE YEAR 1861-62.

ANNUAL REPORT

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No. 2019.

FROM

G. PATON, ESQUIRE,
Director General of the Post Office of India,

TO

E. C. BAYLEY, ESQUIRE,
Secretary to the Government of India,
HOME DEPARTMENT.

Dated Camp Nynce Tal, the 13th October 1862.

SIR,

I HAVE the honor to submit a Report on the administration of the Post Office of India for the Official year 1861-62.

2. I regret exceedingly the delay which has occurred in submitting this Report ; it is mainly owing to the Post Master General of the Punjab, whose Report was not received till the 3rd ultimo at my Office.

3. The number of new Post Offices and Letter Boxes opened during the year within each Presidency is shewn in the following Table :—

PRESIDENCY.	POST OFFICES.		LETTER BOXES.		TOTAL.	
	Opened in 1860-61.	Opened in 1861-62.	Opened in 1860-61.	Opened in 1861-62.	1860-61.	1861-62.
Bengal	20	3	4	2	24	5
Madras	1	1	5	2	6	3
Bombay	14	46	9	26	23	72
North-Western Provinces ..	2	3	5	5	7	8
Punjab and Scind	0	0	0	0	0	0
Pegu	0	0	0	1	0	1
Total ...	37	53	23	36	60	89

4. The following Statement exhibits the total number of Post Offices and Receiving Houses in each Presidency as 1884, of which 203 are Head and 721 Sub-Offices :—

PRESIDENCY.	1854-55.			1861-62.			TOTAL.				Grand Total.	
	Head Post Offices.	Subordinate Offices.	Receiving Houses.	Head Post Offices.	Subordinate Offices.	Receiving Houses.	Post Offices.		Receiving Houses.			
							1854-55.	1861-62.	1854-55.	1861-62.		
Bengal	82	75	13	66	176	13	157	242	13	13	170	255
Madras	26	104	20	26	113	24	130	139	20	24	150	163
Bombay... ..	24	83	12	28	199	13	107	227	12	13	119	240
N. W. Provinces ...	67	184	10	49	141	10	251	190	10	10	261	200
Punjab and Scind ...	...	...	...	20	90	...	.....	110	.....	.....	.....	110
Pegu ... ..	...	...	...	14	2	...	.....	16	.....	.....	.....	16
Total	199	446	55	203	721	60	645	924	55	60	700	984

5. The Post Offices in the Punjab and Scind have been transferred to the control of a separate Post Master General.

6. The following Table shows the distance over which the Mails were conveyed throughout India by Railway, Mail Cart, Horses, Runners, and Boats. The total number of miles of Mail road in India is 45,554½.

PRESIDENCY.	Railway.	Mail Cart.	Runners and Boats.	Total.
	Miles.	Miles.	Miles.	Miles.
Bengal	368½	300	11,482	12,140½
Madras	483	772	7,880	9,144
Bombay	576	1,597	7,228	9,401
North-Western Provinces ..	276	1,380	6,386	8,242
Punjab	106	673	682*	4,314
Pegu ... ..	.....	.....	2,313	2,313
Total	1,798½	4,722	36,084	45,554½

7. The average cost per mile of conveying the Mail in the several Presidencies is shewn below :—

PRESIDENCY.	FOOT LINES.	HORSE LINE.	MAIL CART LINE.	BOATS.
	Average Cost per mile.	Average Cost per mile.	Average Cost per mile.	Average Cost per mile.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Bengal	1 12 0	.....	24 0 0	1 10 10
Madras	2 5 11	.....	17 8 3	.....
Bombay	2 2 0	18 2 8	26 1 6	13 1 1
North-Western Provinces... ..	1 14 2	.....	23 8 0	.....
Punjab	1 9 0	7 9 3	15 13 6	5 5 2
Pegu ... ..	.....	.....	.....	2 12 4
Average	1 15 0	12 13 11½	21 6 3	5 11 4½

8. The short distance over which Railways are as yet extended in various parts of India is a bar to their being of much service in expediting the transmission of the Mails; wherever an extension of Railway is made it is taken advantage of by the Post Office, and the establishments on the line for the conveyance of the Mails are abolished. As the Train does not usually start oftener than twice, and in some instances only once, in 24 hours, a large margin of time has to be allowed in arranging for the arrival of the Mails, especially during the rainy season, at the Railway terminus.

9. When, from circumstances beyond control, the Mail is delayed in transit and reaches the Railway terminus *too late* it may be subject to detention nearly 24 and even 12 hours (according as there may be a Train once or twice per diem) and when in the interval a second Mail reaches the terminus two Mails of different dates are received at their destination simultaneously. So long as there are unmetalled roads and unbridged rivers (impassable some times for hours together) these irregularities will take place occasionally during the rainy season in spite of every precaution to guard against them.

10. The irregularities in the transit of the Mails owing to their reaching the Railway terminus "too late" gives rise to many complaints against the Post Office, but they are unavoidable so long as it is not considered expedient to have Special Trains.

11. The time for introducing travelling Post Offices in Railways does not yet seem to have arrived; no advantage commensurate with the heavy expense to be incurred would result until a greater *continuous length* of Railway will have been achieved.

12. During the past year great improvement in the system of sorting letters has been introduced, and the number of Sorting Offices has been largely increased.

13. Each Post Office is now furnished with a *transit* list shewing the Offices for which separate Mails are to be made up, so that it is no longer discretionary with the Post Master to prepare a packet for each Office for which there may be a letter.

14. Sorting Offices have been established with the following objects in view:—

First.—To save time and labor in the despatch of the Mails, in their receipt and distribution at the Office of delivery, and also in their transmission through intermediate Offices.

Secondly.—To simplify and shorten the accounts at the Offices of despatch and delivery.

Thirdly.—To reduce the weight and bulk of the Mails.

15. No Office now makes up two packets for any Office which is a not Sorting Office, and no Sorting Office makes up two packets in invoicing *station* and *transit* letters for delivery at an Office which is not a Sorting Office.

16. Letters sent from one Office to another are now divided into paid, unpaid and service, with the addresses upwards and in one direction, so as to be read without having to turn them upside down, and when sent to a *Sorting* Office they are invoiced numerically without the postage being shewn.

17. In order that there may be no delay in sorting native or vernacular letters, the English address on vernacular or native letters. Station to which they are directed is always written in English with *red* ink at the Office at which they are posted when they have to be despatched to a *Sorting* Office. When it is recollected that there are upwards of 18 different languages in India, and that the number of clerks for sorting letters does not, in any Mofussil Office, exceed three, the economy of time and labor in disposing, of vernacular letters by the destination being written in English can easily be imagined but the advantage of the arrangement will be more fully appreciated on the introduction of travelling Post Offices in Railways.

18. By the system of sorting letters as sketched above, the Mail need not now be closed at any Office until the hour at which, *during the night* or *day*, it has to be got ready for despatch. This improvement in the despatch of the Mail is of the utmost importance to the public, and I am glad to state that it has been effected without any increase to the Establishment of the Post Office.

19. I estimate that a reduction in the number of packets¹ has been effected to an extent varying from 50 to 80 per cent. at each Post Office, so that it may easily be understood how much the bulk and weight of the Mail, and also the clerical work connected with the receipt and despatch of the Mails has been diminished by the establishment of Sorting Offices.

20. By the reduction made in the number of packets the time now occupied in closing and despatching and also in receiving and distributing the Mails is less than half the time occupied formerly.

21. Rules for the closing and despatch as also for the receipt and distribution of Mails have been carefully drawn up, and it may be understood how strictly they have been enforced from the circumstance of three European Post Masters having been suspended for disregarding them.

22. No excuse is accepted for neglect on the part of the Post Master to give *personal* attendance to the despatch and also the opening and distribution of the Mails, as will be seen from the Rules marginally quoted, and I have the satisfaction of stating that I have observed a marked increase in the safety of letters, and a great decrease in the number of complaints against the Post Office since those Rules were issued.

23. By the large reduction in the number of packets (paragraph 17) the saving in expenditure for chullans and labels in the North-Western Provinces and Punjab amounts to Rupees 13,000 per annum. The Post Masters General of Bombay and Madras represent the saving as only Rupees 1,024 and 856 respectively. I do not think that they can have so thoroughly carried out the system of Sorting Offices as has been done in the North-Western Provinces and Punjab; otherwise, I apprehend, the saving in chullans and labels would be much greater.

24. The Post Master General of Bengal failed to comprehend the instructions for the new sorting arrangements and increase in the number of Sorting Offices, and did not give effect to them until May last. I have not yet received any information from him regarding the saving in expenditure of chullans that has resulted in the Offices under his control.

25. In carrying into effect an improved system of sorting letters, it has been found necessary to supply almost every Office with special furniture for ensuring greater accuracy in preparing the Mails for despatch.

New furniture for Post Offices.

26. A list shewing the furniture necessary for each class of Office has been prepared for the guidance of the Department ; there will, therefore, be no excuse if any Post Office be without a supply of furniture according to requirements.

List of furniture for each Post Office.

27. In insisting on each Office having a supply of suitable furniture, I have found it necessary to draw the attention of the Post Masters General to the accommodation for Post Offices, as, unless it be sufficiently large to admit of the furniture being conveniently placed, and the work satisfactorily conducted therein, no advantage would result. Some of the Rules on the subject are annexed (No. 1) for information, by which it will be seen that the residence of the Post Master under the same roof as that of the Office, or in the immediate vicinity, is insisted on, as he must be at hand to perform his duty *by night as well as by day*.

Certain accommodation required for each Post Office.

28. Instructions have lately been issued for simplifying and reducing the number of Books and Forms in use in the Post Office in view to facilitate the working of the Department. A copy of my Report on the subject was submitted under docket No. 1887 of the 30th ultimo. If the instructions be judiciously carried out, there will be greater efficiency and also greater economy in the supply of Books and Forms than heretofore. I anticipate a saving therefrom to the extent of 50 per cent. in addition to the saving (paragraph 23) on account of chullans and packet labels.

Simplification and reduction in the number of Books and Forms of the Post Office, and saving of 50 per cent.

29. It has been customary to give notice of the despatch of every Banghy parcel by an *advice*-chullan, and on receipt of the parcel to return the chullan with an acknowledgment to the Office of despatch. I see no necessity, in the improved state of the Department, for preparing, transmitting, and recording such documents; the practice has, therefore, been interdicted, and the saving that will result may be estimated from the fact that in the Bombay Post Office alone it will amount nearly to Rupees 1,233 per annum.

Banghy Advice chullans discontinued and large saving thereby.

30. I am glad to be able to state that great improvement has resulted in the disposal of unclaimed and refused letters by the introduction of the Rules referred to in paragraph 48 of my last Report. Experience has shewn that they were open to amendment and simplification, and they have accordingly been revised (Annexure No. 2). Rules for the internal management of the Dead Letter Office in each Presidency (Annexure No. 3) have been issued, whereby uniformity of action will be ensured in that important Department of the Post Office.

Improvement in disposal of unclaimed and refused letters.

31. I look with confidence to great improvement on the working of the Post Office by the rigorous enforcement of the Rules for the disposal of unclaimed and refused letters; and the internal management of the Dead Letter Office.

32. A marked improvement has taken place in the safety of registered letters since the introduction of the Rules (referred to at paragraph 21) for the opening and distribution of the Mail, and I am glad to be able to state that the loss of a registered letter is now a very rare occurrence in the Post Office of India.

Loss of registered letter now a very rare occurrence in the Post Office of India.

33. The Rules relating to registered letters, which I lately submitted for the approval of Government, will, I trust, almost ensure the safety of registered letters, provided the public adopt the precautions indicated therein and *always seal them with wax*.

Rules relating to registered letters.

34. The public are to blame when they enclose Bank Notes, Postage Stamps, and other valuable articles in *unregistered* letters, as they thereby throw temptation in the way of the persons (generally native servants in India) who *post* them, and the numerous Officials of the Post Office through whose hands they pass.

The public to blame in sending valuable articles in unregistered letters.

35. In France the posting of an *unregistered* letter containing money or other valuable articles is now treated as a *penal* offence.

Sending money or valuable articles in an unregistered letter a penal offence in France.

36. By the London Post Office, when an unregistered letter is found to contain coin or other valuable articles, it is selected from the mass of letters, treated as a registered letter, and subjected to double registration fee. Experience will shew whether such a measure will be necessary in the Post Office of India after the Rules that I prepared will have become known and have had a fair trial.

Unregistered letters containing money or valuable articles charged double registration fee in England.

37. An ordinary or unregistered letter is not supposed to be of any importance, excepting to the addressee, but the case is obviously otherwise when valuable articles are enclosed, and registration should, as a rule, *then* be resorted to.

Letters containing valuable articles should always be registered.

38. There are few persons not connected with the Post Office who are aware of the fact that, *the posting of an unregistered letter cannot any more be proved than the despatch or delivery*, and consequently that an enquiry instituted to trace the loss of one cannot but be far from satisfactory,—hence not a few of the complaints that appear in the Newspapers.

The posting of an unregistered letter cannot be proved.

39. The public do not seem to be generally aware that by Section 49 of the Postal Act Government is not responsible for, and does not guarantee, the safety of a registered letter, and that registration simply makes a letter more secure by rendering it practicable to trace it from one official to another.

Government not responsible for loss of a registered letter.

40. Whenever a registered letter is now lost, or made away with, the Post Master General submits a preliminary report to the Director General, and on completion of the enquiry communicates the result ; the Officials of the Post Office are called to strict account, and when it can be shewn that the loss of a letter is owing to neglect of prescribed precautions, they *may* be required to make good any loss. In my next Report I hope to be in a position to state the number of instances of loss of registered letters. The return received for the past year is not quite reliable.

Inquiry always instituted for loss of a registered letter and result reported by Post Master General to Director General.

41. In the French Post Office there was lately, and I believe there is still, a Department for *ensuring* the safety of letters ; it is obvious that such an arrangement necessitates (in order to prevent fraudulent claims) measures for ascertaining that the contents are really what the senders describe, and the levying of a charge increasing with, or proportionate to, the risk.

Letters ensured in the French Post Office.

42. Great delay has heretofore taken place in tracing the loss or damage to parcels or packets or any article in transit through the Post Office, especially when the loss or damage had to be traced through more than one Presidency or division of the Post Office. This defect in the working of the Post Office has now been remedied by the issue of Rules regarding the despatch, receipt and disposal of telegraph of enquiry.

Post Office Telegraph.

43. The Rules and Forms for telegraphs of enquiry being equally applicable to the whole Department, it is an easy matter to ascertain where the loss of, or damage to, any article took place. The salutary effect of the Rules has been apparent by a marked diminution of the number of instances in which it was formerly found necessary to issue telegraphs. No official can fail to comprehend that by the Departmental telegraph irregularities are not only easily detected, but also prevented by means of it.

44. It has not appeared that any advantage commensurate with the expense resulted in the monthly publication of the Postal Advertiser by the Post Masters General of Bengal, Bombay and Madras. In substitution of it I have had a Schedule prepared shewing alphabetically the names of the places with which there is Steam communication, and the rates of postage paid on letters, papers, prices current, books, &c.

Abolition of Postal Advertiser and substitution of Steam Postage Schedule for the Post Office of India.

45. The Schedule of Steam postage fully supplies the want felt by the public, as well as by the Postal Department ; and by the majority of Deputy Post Masters it is more easily comprehended than the Postal Advertiser. It will shortly be revised, and will be found a complete guide as regards Ship and Steam postage. The cost of the Schedule to the Department has been simply that of the paper, as the Bengal Printing Company undertook to supply the number of copies required on the condition of being privileged to publish it for their own advantage.

46. The saving by the abolition of the Postal Advertisers in the three Presidencies is about Rupees 2,533-14-10 per annum, irrespective of the cost of transmission by Post; the saving is, however, actually greater, as at Bombay and Madras the whole of the expense attending the publication was not, it appears, debited to the Post Office.

47. During the past year a copy of the Rules proposed at paragraph 38 of my last Report, in view to the saving of weight and bulk of official correspondence, was furnished to each Inspecting Post Master and Post Master—they are now strictly enforced. The Postal Department has thus set the example of checking the number, weight and bulk of official correspondence.

48. In my Report No. 1753 of the 30th October 1861, I pointed out how the Heads of Departments might easily exercise efficient check on the weight and bulk, as also on the number, of official covers sent through the Post Office, and that the reduction, which is feasible without inconvenience to the public service, is probably not less than 50 per cent.

49. Seeing that the number or weight of official covers is still on the increase, and will probably continue to increase with every improvement in the administration of the country, the necessity for action by Government in view to *minimise the weight of official correspondence* seems to me, on financial grounds, to be imperative, more especially when it is borne in mind that of 45,554½ miles of Post road in India the Mails are carried over 32,996 miles on the backs of men.

50. The maximum weight carried by a Runner is only 18 pounds, so that unless efforts be made to reduce the necessary weight of official covers, increase of the road establishments to meet the progressive increase in the weight of the Mails will be unavoidable. Every effort should, therefore, I think, be made by every Department throughout India to keep down the weight and bulk of official correspondence.

51. Heretofore the records of the Post Office have been retained for three years and then disposed of. So long as the Offices were not regularly inspected, and the accounts periodically examined and passed, it was expedient to retain the records for such a length of time.

52. The Offices being now regularly inspected, the Post Masters are required to have all records (with certain exceptions) disposed of at the expiration of 18 months, or twice in every year, viz., in the months of January and July—the proceeds of sale are brought to credit in the cash account for those months; the Compiler of accounts is thus in a position to know when to look for and check the sums realised by the sale of the old records of each Office.

53. Observing that the discretionary authority vested in Post Masters by paragraph 55 of the Post Office Manual is open to abuse, by the facility for employing extra Runners unnecessarily, instructions (annexure No. 4) have been issued, which will, I trust, render the employment of extra Runners seldom or never necessary, and prevent the chance of fraud thereby in future.

54. Prior to the establishment of the Telegraph in India expresses were not unfrequently conveyed, once and oftener within 24 hours, by the fixed establishment of Runners; this fact, if borne in mind by the Department, will almost entirely lead to the discontinuance of requisitions for extra Runners whenever there is a temporary accumulation of parcels at any Office. I have the conviction that extra Runners will seldom or never be employed where there are trustworthy Overseers working under efficient Inspecting Post Masters.

55. Having observed that pamphlets and other printed and engraved papers, weighing less than 12 toluhs, have been treated as Book Post packets and forwarded by Parcel Mail, instructions (annexure No. 5) have been issued for such articles being treated as newspapers and conveyed by Letter Mail.

56. In making no distinction between a pamphlet or other articles under Section VII, and a packet of books under Section XII of the Postal Act, the rate of postage being the same, viz., one anna up to 6 toluhs in the former, and one anna up to 20 toluhs in the latter case, there has not unfrequently been loss of revenue, and the public have had grounds for complaint by unnecessary delay in transit irrespective of the risk of damage by treating articles that come under Section VII as Book Post packets and sending them along with parcels by the Banghy Mail.

57. During the year under review I have had reason to observe that in more than one Presidency there has been a lax system of supervision and control, especially in conducting enquiries into irregularities and robberies connected with the Post Office.

58. The want of special knowledge of the internal working of the Post Office renders it always difficult, and not unfrequently impossible, for the Police to enter on and conduct an enquiry into a robbery connected with the Post Office with a satisfactory result.

59. It is an easy way of disposing of irregularities or robberies in the Post Office to request a "Judicial investigation," and there are few Officials in the Department who are not well aware that such a request, unless attended with a searching Departmental enquiry is, as a rule, attended with no result, owing to the difficulty of procuring special information of a reliable nature regarding the working of the Post Office.

60. I have issued instructions (annexure No. 6) in order to ensure rigorous Co-operation of Postal and Police Officers in detecting Departmental enquiry into every irregularity or robbery offences connected with the Post Office, and I trust there will not again be reason for thinking that there has been laxity in Departmental supervision; the knowledge that, in every instance of irregularity or robbery, an investigation will be made by the Inspecting Post Master, and punishment awarded Departmentally whenever there are grounds to justify moral conviction of guilt of the parties against whom there is suspicion, cannot but have a salutary effect in preventing crime.

61. On the occurrence of a theft or robbery in the Post Office, the Post Masters General submit a preliminary report, and on completion of the enquiry instituted communicate the result to the Director General, who can thus easily satisfy himself that proper enquiry is made into every case, and insist on proper measures being taken for detecting as well as preventing irregularities.

62. Observing that it is physically impossible for the Inspecting Post Masters, owing to the extent of their divisions, to do more than inspect each Office twice in the course of the year, and that no advantage results by their constantly travelling throughout the year, instructions (annexure No. 7) on the subject have been issued for their guidance. The time for a tour of inspection should, for obvious reasons, be selected with reference to the most favorable season of the year, or at the close of the monsoon, and before the setting in of the hot season. They will thus be travelling for six months in the year, and halting about the same time; the saving of travelling allowance may be estimated at 50 per cent., or about 4,000 Rupees per annum.

63. When it may be necessary for an Inspecting Post Master to inspect any Office or Road Establishment beyond the usual time, it has been ruled that, if the circumstance be fairly attributable to the absence of timely supervision or control, or to circumstances which it was in his power to have foreseen and prevented, or to no fault on his part, but owing to neglect of duty on the part of his subordinates, or any of the Officials of another division, it will be matter for the consideration of the Post Master General to determine whether travelling allowance should be passed or be debited to the Official who, by culpable neglect of duty, had given rise to the inspection.

64. By the new system of sorting letters and the increase in the number of Sort-

Inspecting Post Master to have their Head Quarters at a central or large Sorting Office.

ing Offices, Inspecting Post Masters find it comparatively easy to supervise and control the working of the Offices subordinate to them. By fixing their Head Quarters at a

Para. 6 of Circular No. 474 of the 12th March 1862.—"When not travelling on duty, the Inspecting Post Master must reside at his Head Quarters, as *there* he will be in the most favorable position for watching the working of every Office of other divisions which may send Mails to it. Every irregularity, whether in his own or in another division, or in another Presidency or Administration, should be noticed or reported to the Inspecting Post Master of the division, or (if necessary) to the Post Master General of the Presidency or Administration. Every Official will thus be kept on the alert, and the working of the Department will be improved."

central or Sorting Office, their action will, as pointed out in the paragraph marginally quoted, be no longer of a local nature or confined to their own divisions, but will also be general or Departmental.

65. The successful working of the Department mainly depends on the efficiency of

The successful working of the Post Office depends on the efficiency of Inspecting Post Masters and the degree of supervision and control exercised by and over them.

the Inspecting Post Masters, and the degree of supervision and control exercised by the Post Masters General. *The occurrence of irregularities in any Office or Road Establishment, or in any division of the Post Office, must be viewed as indirectly attributable to the supervising or controlling authorities*

The Inspecting Post Masters have not generally been made to realise this fact or to comprehend the responsibility attaching to them as supervising or controlling Officers.

66. There is no excuse for any Inspecting Post Master, Post Master, or any other Official being ignorant and careless in the performance of, or unfit for, his duty; and in order that it may be clearly understood that inefficiency will not be tolerated in any grade in the Department, instructions on the subject (annexure No. 8) have been issued for the guidance of the Department.

67. The order marginally quoted, if thoroughly comprehended by Inspecting Post

Para. 10 of Circular No. 474 of the 12th March 1862.—"In order to encourage emulation and so lead to the improvement of the Department, each Inspecting Post Master should be required to submit an annual report shewing the success with which each Office and Road Establishment in his division has been managed. Such a report might be accepted as a fair criterion of the qualification of the Inspecting Post Master for the duty of supervision and control."

Masters, will, I trust, be the means of inducing them to take a *personal* interest in the efficient working of every Office and Road Establishment under their control.

68. The Post Office is generally a favorite topic with the Press in India. Every

Complaints in the Press against the Post Office.

complaint which I have observed therein has had my attention, and I have considered it my duty to require the Post

Masters General to take such notice of every complaint in the papers as, after consideration

of the circumstances, might appear necessary, as there are generally some grounds which call for action on their part.

69. Many persons will, through the Press, give expression to grievances, real or imaginary, who would not otherwise make them known to the Head of the Department, whose duty it is to remove or explain them.

70. The Press is not unfrequently useful in suggesting improvements, as well as in indicating mismanagement and irregularities in the working of the Post Office; it is, therefore, obviously a duty on the part of the Officials not to disregard the criticism of the Department by the Press, however exaggerated or wrong it is occasionally.

71. Before commencing to analyse the correspondence of the country, I think it necessary to repeat, with reference to paragraph 11 of my
Correspondence of the country. last Report, that in former years it was the practice of this Office to estimate the number of covers for one year by taking one month's result, which was not correct. I apprehend that this mode of calculation has all along exhibited an exaggerated number in each year, and consequently a fair comparison cannot be made with returns of the year under review.

72. The subjoined Statement is a continuation of that given in previous years, and shews a result at first sight unfavorable; but when contrasted with the results of the year immediately before and after the introduction of the low rate of postage, it should be considered as satisfactory, inasmuch as it indicates an increase of 27,483,212 or 144.02 per cent. over 1854-55; of 17,768,288 or 61.69 over 1851-55; and of 14,263,928 or 44.12 per cent. over 1855-56.

PRESTIDENCY.	One year to the introduction of the postage in 1854-55.	1855-56.	1856-57.	1857-58.	1858-59.	1859-60.	1900-01.	1901-02.
Bengal	4,017,316	5,990,380	6,816,144	7,538,186	8,423,448	9,300,504	9,177,492	9,357,318
Madras	3,054,564	5,460,672	5,707,464	7,122,644	7,773,720	8,109,191	8,987,433	8,737,287
Bombay	3,511,056	6,304,200	7,101,768	8,709,828	11,607,168	15,145,273	12,875,436	10,645,100
North-Western Provinces	7,009,740	11,130,298	12,676,584	13,883,032	14,503,614	18,424,063	16,709,741	13,094,321
Punjab and Scind	.....	.....	.....	.....	.....	.....	.....	5,348,357
Pegu	.....	.....	.....	.....	.....	.....	.....	398,355
Total	1,082,676	28,797,600	32,301,980	37,380,430	42,307,980	50,879,035	47,788,105	46,586,886

73. From the above Statement it will be seen that the decrease in the correspondence of the whole of India is 511,522 or 1·8 per cent. as compared with the past year, and when it is compared with 1854-55 and 1855-56 the increase is remarkable, as shown in the margin. The falling off in this year may partly be accounted for by the large decrease in the Native Army and the reduction in the number of European Troops in the country ; the closing of many Newspaper Presses in the North-Western Provinces, and circumstances which I shall hereafter explain.

Per cent.	...	144·02
"	...	61·69
"	...	44·12

74. The subjoined Table shows the total number of paid and bearing letters passing through the Post Offices in one month of 1855-56, 1858-59, 1859-60, 1860-61 and 1861-62.

Presidency.	One month in 1855-56.			One month in 1858-59.			One month in 1859-60.			One month in 1860-61.			One month in 1861-62.		
	Paid.	Unpaid.	Total.	Paid.	Unpaid.	Total.	Paid.	Unpaid.	Total.	Paid.	Unpaid.	Total.	Paid.	Unpaid.	Total.
Bengal ...	259,649	139,916	399,565	326,765	232,136	558,901	300,322	229,515	529,837	293,237	217,214	510,451	292,661	273,451	566,112
Madras ...	273,540	73,364	347,234	375,668	146,973	522,641	346,135	127,145	473,280	368,497	133,880	502,377	360,106	131,772	491,878
Bombay ...	336,397	79,613	416,010	536,794	209,259	746,053	504,002	251,741	755,743	477,369	246,109	723,478	383,666	236,277	619,943
North-Western Provinces ...	456,065	539,965	996,030	796,473	571,972	1,368,445	406,899	506,559	913,458	482,540	544,662	1,027,202	354,757	415,069	769,826
Punjab ...	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	166,199	124,914	291,113
Pegu ...	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	10,226	9,226	19,452
Total ...	1,339,074	631,700	1,970,774	1,417,080	1,219,237	2,636,317	1,649,669	1,174,993	2,824,662	1,632,653	1,72,134	2,904,787	1,694,967	1,104,031	2,798,998
Estimate for one year ...	15,946,686	7,380,420	23,327,106	21,904,672	14,677,044	36,581,716	19,738,705	11,099,916	30,838,621	19,589,434	14,065,946	33,655,379	19,018,764	14,358,371	33,377,135

75. With that of previous year some explanation of the falling off in the correspondence may be found in the fact that paid letters, which could not be delivered, in place of being sent back to the senders whose names are written outside, in accordance with Section 43 of the Post Office Act, have been forwarded to the Dead Letter Office to be disposed of there, as will be apparent from the Rules recently issued for the guidance of the Dead Letter Department.

76. I need not here recapitulate the causes stated in paragraph 17 of my last Report, which give rise to a large portion of the Native population sending their letters bearing postage, beyond observing that the defective working of the District Post consequent on the re-organization of the Police throughout India must materially influence the increase. It is now a difficult matter indeed to have letters, especially such as are *unpaid*, delivered through the District Post—as the Police are no longer considered as available for the purpose—their special duty being incompatible with that of delivering letters and *accounting* for postage.

77. So long as the lowest rate of postage is only half an anna (the lowest in any Post Office in the world) and the lowest unpaid rate is only double or one anna, I apprehend that the proportion of unpaid to paid letters will rather increase than decrease, owing to the increase of correspondence between the Native population of British Territory and Foreign or Independent States scattered throughout India, (especially in the North-Western Provinces Punjab and Bombay) almost all of which, from circumstances obviously beyond control, is despatched unpaid.

78. The Commercial class of Natives almost, as a rule, prepay their correspondence; but the lower classes, including a large floating population connected with the Army, especially in the North-Western Provinces, Punjab and Bombay, as a rule, send their letters unpaid; and as they are generally to the address of parties residing in obscure places, or villages in the interior of Districts, it is scarcely a matter of surprise that those classes do not prepay their letters—when it is considered how difficult it not unfrequently is to find out the addressees owing to the indistinctness of the address, and there being many persons of the same name in every town or village in and many towns and villages of the same name throughout India.

79. During the mutiny in 1857 and 1858, when the Post Office in the North-Western Provinces, Central Provinces and other parts of India, was more or less closed, or disorganized, there was an unusual increase in the proportion of unpaid to paid letters, and it is but reasonable to suppose that the distrust in the Department engendered by the lower classes during that crisis has not yet quite passed away.

80. It is worthy of remark that a large proportion of the unpaid correspondence in the North-Western Provinces, Punjab, Bengal and Bombay is owing to the large

Ajmere.
Hurdwar.
Thannessur.
Bindrabun.
Muttra.
Allahabad.
Benares.
Sarun near Kasgunge.

Gurmooktossur.
Fyzabad.
Dwarka in Goosarat.
Gya.
Juggernath.
Kangra.
Umritsur.

number of places of pilgrimage in those Provinces, to and from which a vast number of covers bearing postage is despatched owing to the uncertainty of their reaching the addressees, who have no fixed abode.

I give in the margin the names of a few of the principal places to which pilgrims resort in vast numbers at different seasons of the year.

81. The following remarks by the Post Master General of Bombay, in regard to the non-delivery of Native letters, illustrate the difficulties experienced in disposing of many of the unclaimed Native letters sent to the Dead Letter Office :—

“ There is one cause which operates largely in this Presidency, viz., the disinclination of the Chiefs of Native States that border the several postal divisions to aid in any way in the delivery of letters, whether paid or bearing postage, especially the latter. They have been received back in hundreds from Kattywar and the Nizam's Territory as undeliverable, and the efforts of the Department cannot overcome this.

“ Another cause of non-delivery is in the difficulty of reading the handwriting of the lower orders which is, as a general rule, most puzzling and undecipherable. Such are the letters of the domestic servants, shoe-makers and other low castes, who are compelled by their profession to move about constantly,—added to this the extensive faultiness of the addresses, which are without any guide to the locality as the name of the street or lane. In large towns where peons have to return to the Post Office to *time*, the want of these particulars occasion great delay. Letters of this description are received by thousands from Poona and Surat and large towns.”

82. I incline to the opinion that the time for making pre-payment of all letters

Compulsory pre-payment of Postage in India. compulsory will have arrived, when the District will have

been amalgamated with the General Post, as it may then, I think, be practicable to ensure the delivery of Native letters with tolerable certainty. When Natives have to *pre-pay* their letters, they will be more careful in addressing

them, and more likely to complain against the Post Office (which they now seldom or never do) when they have reason to consider that their letters are not delivered.

83. The single rate of postage is so small that it can scarcely be felt even by the poorest class of Natives;—compulsory pre-payment would not, therefore, in my opinion, be considered a grievance, and as I have the conviction that it would lead to more certainty in the delivery of *Native* letters, I should be glad to see the experiment made at the time I have indicated.

84. The number of chargeable newspapers is exhibited in the following Statement, from which it will be perceived that the falling off in the number is greater than that of the previous year, and may be attributed to compulsory pre-payment of postage which took effect in January 1861 :—

PRESIDENCY.				One month in 1855-56.	One month in 1858-59.	One month in 1859-60.	One month in 1860-61.	One month in 1861-62.
Bengal	...	...	...	66,002	111,307	85,782	81,553	76,382
Madras	...	...	...	48,283	70,372	82,002	72,724	61,018
Bombay	...	...	...	45,583	167,819	107,123	92,657	65,010
North-Western Provinces	...	...	...	83,104	143,500	123,072	103,623	65,247
Punjab	...	...	...	...	...	...	...	30,707
Pegue Provinces	...	...	...	...	...	...	...	6,870
Total	...	...	...	2,13,452	501,908	398,600	353,567	315,134
Estimate for one year	...	...	...	2,021,424	6,023,970	4,784,028	4,242,084	3,781,008

85. From the following Table it will be perceived that the number of official letters in one month of 1861-62 has increased in all the Causes of increase of official letters. Presidencies over the previous year. This increase is nothing more than what may be looked for with reference to paragraphs 22 to 31 of my last Report, and the number of new Offices that have been opened during the year under review. It is, however, to be borne in mind (as remarked in the concluding part of the 70th paragraph of my last Report) that re-directed service letters had been lost sight of in former returns; whereas I have reason to believe that they have been included on this occasion, and consequently have considerably swelled the returns.

PASSENGERS.										
	One month in 1854-55.	One month prior to the introduction of the 4-anna postage in 1854-55.	One month in 1854-55.	(One month in 1855-56.	(One month in 1856-57.	One month in 1857-58.	One month in 1858-59.	One month in 1859-60.	One month in 1860-61.	One month in 1861-62.
Bengal	72,888	87,972	88,858	94,690	88,062	91,777	101,453	110,731	124,591	149,211
Madras	73,106	78,474	68,423	78,327	108,773	106,223	118,076	121,246	161,261	149,382
Bombay	64,011	96,529	106,533	129,837	162,142	199,796	265,347	203,779	208,000	186,409
North-Western Provinces	147,770	165,767	152,242	168,116	198,661	227,551	249,580	246,155	236,971	162,903
Punjab ... ..	...	...	...	...	...	...	...	...	...	108,068
Pegu Provinces ... ..	...	...	...	...	...	...	...	...	...	5,149
Total	357,805	423,742	416,356	469,960	547,635	624,647	724,461	681,911	790,823	749,122
Estimate for one year	4,533,660	5,084,904	4,996,272	5,639,520	6,571,616	7,495,764	8,613,532	8,182,932	8,769,876	8,980,464

86. The following Statement exhibits the number of chargeable and service parcels sent through the Post Offices in India in one month of 1850, 1854, 1855, 1856, 1857, 1860-61 and 1861-62:—

	1850.		August 1854.		April 1855.		April 1856.		April 1857.		April 1858.		Monthly average of 1860-61.		Monthly average of 1861-62.	
	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.	Chargeable.	Service.
PRESIDENCY.																
Bengal	3,417	2,226	6,510	3,045	6,150	4,603	6,373	4,173	5,576	4,106	5,963	7,547	5,919	7,479	5,439	7,179
Madras	2,880	1,620	3,767	1,200	4,573	1,363	4,869	1,975	5,121	2,120	4,778	2,180	5,169	2,278	5,063	2,636
Bombay	2,132	1,037	2,397	760	3,519	2,657	3,774	3,056	4,183	3,584	5,082	3,767	4,106	3,976	3,507	3,419
North-Western Provinces	3,316	1,678	3,947	2,840	10,059	5,421	9,793	5,673	9,329	6,203	9,759	5,363	11,137	6,610	9,452	5,253
Punjab	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,646	1,669
Pegu Provinces	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	301	135
Total	11,704	6,461	16,841	7,454	24,576	14,654	24,923	14,856	24,711	16,316	25,351	19,667	26,431	20,542	26,604	20,192
Estimate for one year...	140,448	77,533	202,062	84,248	294,912	166,645	299,076	178,272	296,132	196,762	300,613	236,644	317,173	246,504	319,346	242,304

87. From the above it will be apparent that the number of chargeable parcels is on the increase, whereas the service parcels have decreased as compared with the last year.

88. By paragraph 70 of my last Report it will be seen that the postage on service parcels has, up to this time, been overlooked, and that credit had not previously been obtained by the Post Office.

89. The following Table shows the number of books, pamphlets, &c., sent by Book Post in one month of 1854-55, 1855-56, 1856-57, 1857-58, 1860-61 and 1861-62 :—

PRESIDENCY.	One month in 1854-55.			One month in 1855-56.			One month in 1856-57.			One month in 1857-58.			One month in 1860-61.			One month in 1861-62.		
	Books posted in India.	Imported Book Post packets.	Total.	Books posted in India.	Imported Book Post packets.	Total.	Books posted in India.	Imported Book Post packets.	Total.	Books posted in India.	Imported Book Post packets.	Total.	Books posted in India.	Imported Book Post packets.	Total.	Books posted in India.	Imported Book Post packets.	Total.
Bengal ...	2,306	333	2,639	2,943	606	3,549	3,359	593	3,952	3,892	416	3,906	4,303	1,379	5,731	4,042	2,477	6,519
Madras ...	1,809	468	2,277	2,383	710	3,103	2,746	617	3,563	3,198	1,157	4,395	3,559	1,493	5,042	3,612	1,616	5,428
Bombay ...	673	637	1,302	1,173	545	1,768	1,507	526	2,112	1,553	757	2,300	3,201	1,208	4,406	2,722	1,069	3,811
North-Western Provinces ...	3,805	1,407	4,562	4,616	1,366	5,972	3,694	675	4,539	3,226	1,051	4,277	7,153	2,045	9,201	5,314	1,425	6,739
Punjab ...	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2,337	1,118	3,465
Pegu Provinces ...	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	569	37	606
Total ...	8,155	2,972	11,127	11,125	3,267	14,392	11,676	3,911	14,467	11,556	3,409	14,765	18,206	6,045	24,350	15,965	7,702	28,737
Estimate for one year ...	97,500	35,664	133,524	133,500	59,294	172,794	140,113	33,732	173,845	136,272	40,308	177,180	219,640	73,020	292,660	227,940	83,144	321,084

90. There were about 321,084 Book packets this year, which exceed by 28,524 or 9.74 per cent., as compared with the previous year.

Presidency.	April 1855.	April 1856.	April 1857.	April 1858.	April 1859.	April 1860.	April 1861.	Average of one month in 1860-1861.
Bengal ..	6,503	10,271	12,068	12,055	13,977	17,444	16,003	15,027
Madras ..	3,004	5,470	5,931	7,621	9,265	9,076	8,600	10,129
Bombay ..	2,023	3,054	4,188	6,074	7,358	9,240	9,003	9,917
N. W. Provinces ..	6,130	9,114	9,177	9,102	10,502	11,442	11,033	9,706
Punjab ..	..	..	..	..	..	..	..	3,607
Pegu ..	..	..	..	..	..	..	..	715
Total ..	19,671	27,909	31,354	35,242	41,102	47,302	46,390	49,301
Estimate for one year	224,063	334,909	376,946	432,904	469,224	506,424	506,300	591,613

91. I give in the margin the number of Registered letters posted in one month of each year from 1854 to 1861-62. The proportion of Registered letters to the whole chargeable correspondence posted during the same period is 98.18 per cent. In the Post Offices at Calcutta, Madras and Bombay the number of Registered letters posted is nearly equal to the number posted in all the other Post Offices in India.

92. The subjoined Table gives the number of chargeable and service covers including Newspapers sent for delivery through the District Post during the year 1861-62.

PRESIDENCY.	1855-56.		1858-59.		1859-60.	1860-61.	1861-62.
	Chargeable and service letters and newspapers.	Paid letters sent from thannah to thannah.	Chargeable and service letters and newspapers.	Paid letters sent from thannah to thannah.	Chargeable and service letters, newspapers and paid letters sent from thannah to thannah.	Chargeable and service letters, newspapers and paid letters sent from thannah to thannah.	Chargeable and service letters, newspapers and paid letters sent from thannah to thannah.
Bengal	345,931	38,498	505,212	42,748	534,540	583,255	545,915
Madras	648,324	817,217	969,864	518,225	1,569,128	1,089,194	1,123,500
Bombay	601,896	148,929	.....	.....	1,151,308	1,137,415	988,429
North-Western Provinces.	590,010	151,132	905,822	232,402	1,672,625	1,178,771	860,213
Punjab ... ..	.....	.....	.....	.....	.....	.....	539,082
Pegu ... ..	.....	.....	.....	.....	.....	.....	.....
Total	2,186,161	655,776	2,380,898	793,376	4,927,661	3,988,635	4,051,987

93. At paragraph 46 of my last Report, I alluded to the time having come for the Scheme for amalgamating the District with the General Post. I have communicated to the Post Masters General a scheme by which the amalgamation may easily be carried into effect. A copy of the correspondence was submitted under docket No. 1586 of the 30th ultimo. It will be seen therefrom that the plan I have sketched may easily be carried out without risk of collision with, or inconvenience to, the District Offices, and that improvement in the working of the Post Office will doubtless result by getting rid of the present division of responsibility. I am now drawing up rules for the guidance of the Officials who will be entrusted with the management of the District Post establishments when transferred from the charge of the District Offices.

94. Without the improvements on the working of the Post Office indicated at paragraph 25, it would be a difficult matter to effect an amalgamation of the District with the General Post without great expense and considerable risk of confusion. With the realization of the improvements I am of opinion that the amalgamation will be effected with ease, and although additional expense will have to be incurred *at first*, that it will be nearly, if not wholly, covered by expansion of the correspondence of the country and by reductions of establishments that will *subsequently* be found practicable.

95. The following Statement shows the number of unclaimed and refused letters received at, and disposed of by, the Dead Letter Offices at Calcutta, Madras, Bombay, North-Western Provinces and Punjab :—

	BENGAL		MADRAS		BOMBAY		NORTH WESTERN PROVINCES		PUNJAB	
	Number of charged letters unclaimed or refused in 1862	Proportion	Number of charged letters unclaimed or refused in 1862	Proportion	Number of charged letters unclaimed or refused in 1862	Proportion	Number of charged letters unclaimed or refused in 1862	Proportion	Number of charged letters unclaimed or refused in 1862	Proportion
The number of unclaimed paid letters returned to sender	11,714	54.55	21,144	61.73	11,477	79.40	8,130	45.15	2,734	50
Ditto that cannot be disposed of	14,560	65.45	13,111	64.47	7,914	27.54	10,292	60.85	1,905	44
Total	26,274	100	34,255	100	19,391	100	18,422	100	4,639	100
The number of unclaimed bearing letters returned to sender	54,440	53.60	70,451	60.00	49,112	45.95	35,825	29.76	20,520	45.35
Ditto that cannot be disposed of	115,202	60.40	60,033	10.01	75,540	53.05	17,024	70.24	1,081	54.65
Total	179,642	100	130,484	100	124,652	100	52,849	100	21,601	100
The number of refused paid letters returned to sender	105	13.00	49	9.07	167	71.78	112	39.04	530	55.73
Ditto that cannot be disposed of	696	86.00	660	91.33	60	28.22	212	60.96	291	74.27
Total	801	100	709	100	227	100	324	100	821	100
The number of refused bearing letters returned to sender	12,077	84.33	27,732	69.54	24,876	75.91	20,751	26.05	10,164	46.58
Ditto that cannot be disposed of	40,045	75.67	400	1.12	12,301	24.01	81,098	73.90	21,992	53.42
Total	52,122	100	28,132	100	37,177	100	101,849	100	32,156	100

96. The above results will give an idea of the work done in the Dead Letter Offices. It does not, however, seem quite so satisfactory as I anticipated from the introduction of the Rules referred to at paragraph 43 of my last Report, but nevertheless the check established by those Rules has led to more care in the delivery, of letters by all Post Masters, and at the same time to the prevention of facilities which formerly existed for speculation of postage.

97. The following is the total number of articles mis-sent from Post Offices during the year 1861-62 :—

PRESIDENCY.					Letters and Papers.	Packets and Parcels.	Mail and Transit Bags.
Bengal	...	...	...	...	7,604	163	3
Madras	...	...	...	...	9,355	58	5
Bombay	...	...	...	...	19,146	437	.....
North-Western Provinces	...	...	...	...	47,630	260	19
Punjab	...	...	...	...	14,926	248	.....
Total					98,661	1,166	27

98. The percentage of articles mis-sent on the number despatched is as follows :—

PRESIDENCY.					Letters and Papers.	Packets and Parcels.
Bengal	...	...	...	...	00·71	00·56
Madras	...	...	...	...	0·11	00·43
Bombay	...	...	...	...	0·15	00·31
North-Western Provinces	...	...	...	...	0·38	00·18
Punjab	...	...	...	...	0·27	0·37

99. This result is satisfactory.—The new system of fines referred to at paragraph 32 of my last Report has been in operation for the greater

New system of fines for checking the mis-sending of letters, &c., successful.

portion of the year under review, and has fully answered the purpose contemplated by its introduction. It is a decided improvement on the old system, and has led to a vast reduction in the number of covers formerly mis-sent by the officials of the Post Office. All fines are now brought to the credit of Government; the officials who detect the mis-sending of letters, packets, &c., no longer receive the fines levied from those committing such mistakes; there is thus no temptation to fraud which, under the old system, was not of uncommon occurrence.

100. At the end of the year under notice the staff of Officers, Clerks and others of the Post Office Department in each Division was as under :—

DESIGNATION.	Bengal.	Madras.	Bombay.	North-Western Provinces.	Punjab.	Pegu Provinces.	Total Number.
	No.	No.	No.	No.	No.	No.	
Director General of the Post Office of India.	1	...	...	...	...	...	1
Compiler of Post Office Accounts	1	...	...	...	...	...	1
Post Master General	1	1	1	1	1	1	6
Inspecting Post Master	9	10	10	11	5	..	45
Post Masters and Deputy Post Masters	242	130	172	192	85	7	837
					Moonshies and Clerks, 124		
Clerk (English)	331	195	108	320		19	1,281
.. (Vernacular)	30						
Post-men and other Servants	656	536	449	520	196	33	2,390
Road Establishment consisting of Superintendent, Overseers, Mootsudders, Runners, Bearers, Coachmen, Syces, Boatmen and others	3,350	3,778	3,048	6,320	716	185	17,897
Bullock Train	264	...	...	230	278	.	773
Total	4,885	4,050	3,923	7,504	1,405	245	22,710

101. The total number of complaints of different kinds recorded by each of the Post Masters General are given below. In the North-Western Provinces and Punjab the complaints are very much fewer than the number in the other Divisions :—

PRESIDENCY.	Well founded.	Groundless.	Unsuccessful.	Under enquiry.	Total.
Bengal	97	93	182	1	373
Madras	95	81	189	41	406
Bombay	121	54	186	2	363
North-Western Provinces	53	23	43	6	125
Punjab	43	3	24	.....	69
Pegu	.....	.....	.....	.....	.....
Total	407	253	624	50	1,334

102. It would seem from the Statements received from the several Post Masters General that the complaints consist chiefly of enquiries regarding missing or mis-sent letters, delay in delivery, and over-charge of postage on letters.

103. I give below the number of offences which have been committed by the officials of the Post Office during the year under notice:—

PRESIDENCY.	Number of ascertained cases of dishonesty on the part of the Post Office officials.		Total.
	Number of legal Convictions.	Number of cases Departmentally punished.	
Bengal	26	3	29
Madras	4	4	8
Bombay	10	14	24
North-Western Provinces	17	14	31
Punjab	2	1	3
Pegu ... ..	.....	.....	.....
Total	59	36	95

104. The number of highway robberies in this year is equal to that of the last year. In the North-Western Provinces and Bombay they are less, but in Bengal and Madras their number is greater than that compared with the previous year. The number of cases is as shewn in the margin, and of these 28 occurred in foreign territory. The Post Master General in the North-Western Provinces states that the frequency of the highway robberies of Banghy Mail in Rajpootana is chiefly owing to there being nothing worthy of the name of Police in the several Native States therein.

Bengal	... 10
Madras	... 11
Bombay	... 19
N. W. Provinces	... 13
Punjab	... 0
Pegu	... 0
Total	53

105. The receipts and disbursements on account of Dāk Bearers during the two years 1860-61 and 1861-62 are shewn in the following Statement:—

PRESIDENCY.	1860-61.			1861-62.		
	Receipts.	Disbursements.	Surplus.	Receipts.	Disbursements.	Surplus.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal	50,115 0 0	51,306 11 6	4,816 4 6	52,237 11 1	48,513 9 0	3,725 2 1
North-Western Provinces	52,004 14 4	41,836 12 7	10,463 1 9	47,264 13 10	37,819 1 11	9,445 11 11
Punjab ... ..	.....	.....	.....	1,176 6 9	965 15 0	190 7 9
Total	1,02,119 14 4	93,142 5 1	16,278 6 3	1,00,678 15 8	87,317 9 11	13,361 5 9

106. The following Statement shows the Receipts and Disbursements of the Staging Bungalow Fund in Bengal and North-Western Provinces during the last two years:—

PRESIDENCY.	Receipts		Disbursements		Surplus	
	1900-01	1901-02	1900-01	1901-02	1900-01	1901-02
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal	22,750 7 5	21,453 1 7	19,730 13 8	11,763 7 10	1,719 10 9	10,069 9 9
North Western Provinces	68,973 3 10	37,906 1 9	59,065 1 8	25,417 5 11	9,886 3 2	12,518 11 10
Punjab		23,160 8 8		18,160 6 11		12,019 13 9
Total	91,723 11 3	60,007 7 0	78,795 14 4	55,340 4 8	11,605 12 11	34,607 3 4

107. The total number of Dak Bungalows in Bengal, North-Western Provinces and the Punjab was on the 30th April 1862 as shown below:—

Bengal	..	..	... 64
North-Western Provinces	..	..	... 119
Punjab	...	...	... 63
			246

Mail Cart and Parcel Van.

108. The receipts derived from passengers travelling by Mail Cart and Parcel Van during the year are given below:—

PRESIDENCY.				Fares from Mail Cart Passengers.	Fares from Parcel Van Passengers.	Total.
				Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal	...	...	...	14 2 0	9,207 10 6	9,221 12 6
Madras	.	...	...	2,255 5 0	.....	2,255 5 0
Bombay	...	...	...	.....	5,097 13 6	5,097 13 6
North-Western Provinces	...			15,599 3 6	46,075 15 6	61,675 3 0
Punjab...	...	...	.	57,860 10 0	19,032 8 0	76,893 2 0
Total	..			75,729 4 6	79,413 15 6	1,55,143 4 0

109. The total number of miles of road in Bengal, North-Western Provinces and the Punjab over which the Bullock Train runs, is in Bengal 300, North-Western Provinces 1,100, and the Punjab 673, Total 2,073 miles.

110. The following Table shows the receipts and charges in Bengal, North-Western Provinces, and Punjab, for the two years :—

PRESIDENCY.	Receipts.		Disbursements.		Surplus.	
	1860-61.	1861-62.	1860-61.	1861-62.	1860-61.	1861-62.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal	5,59,488 13 0	5,04,388 14 6	3,88,046 5 0	2,96,605 9 8	1,71,842 8 0	2,07,783 4 10
North-Western Provinces	9,15,462 7 10	4,65,109 6 1	6,53,383 15 11	3,16,726 12 2	2,57,079 7 11	1,46,882 9 11
Punjab ... ..	.....	4,18,090 9 3	.....	1,70,433 8 11	.....	2,47,657 0 3
Total	14,75,351 4 10	13,87,588 13 9	10,46,429 4 11	7,85,765 14 9	4,28,921 15 11	6,01,823 15 0

111. From the above it will be observed that there has been a falling off in the receipts by Rupees 87,942-7-1, which is apparently the effect of the reduction of the Bullock Train Establishment in the Bengal Division, and of the closing of the Train between Agra and Indore during the rainy season of 1861. To the same cause is attributable the diminution of disbursements in all the divisions except the Punjab, the charges of which have been separately shewn this year.

112. The subjoined Statement shews the number of postage labels of each denomination, sold in each of the Presidencies and Governments, and the amount realized thereon during the year under review:—

PRESIDENCY.	1-Anna Label.	1-Anna Label.	2-Anna Label.	4-Anna Label.	8-Anna Label.	1-Anna Envelope.	1-Anna Envelope.	1-Anna Note Paper.	8-Pie Label.	VALUE.
Bengal	3,334,774	1,032,915	631,445	547,354	180,798	21,800	10,570	54,140	97,309	Rs. Rs. P.
Madras	5,107,352	990,174	253,919	207,302	55,015	19,904	7,619	16,064	79,472	509,398 7 0
Bombay	5,107,477	1,112,610	272,673	359,996	101,235	27,670	11,520	15,650	49,694	340,640 1 4
North-Western Provinces	4,060,104	1,047,557	186,545	239,729	50,745	97,399	54,649	75,021	24,802	410,335 0 6
Punjab	2,052,763	371,090	104,623	238,391	15,409	34,779	13,373	49,321	50,797	219,327 0 10
Pegu	101,465	109,301	27,830	35,131	15,199	960	2,129	1,066	1,516	109,000 8 8
Total	19,713,854	6,102,533	1,967,129	1,764,793	375,426	182,693	74,791	201,523	310,463	29,022 15 6
										1,799,923 1 5

113. The postage collections during the years 1853-54, 1859-60, 1860-61 and 1861-62 are shewn in the following Table :—

	1853-54.	1859-60.	1860-61.	1861-62.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Postage on Letters and Newspapers.	17,37,743 0 5	9,08,706 3 0	9,16,421 5 6	9,21,906 7 11
Ditto on Banghy Parcels ...	2,55,127 2 6	3,26,966 5 0	3,07,444 4 7	3,32,899 2 8
Sale of Postage Labels ...	.....	14,40,044 12 1	15,99,347 5 4	17,59,922 1 5
Total ...	19,02,870 2 11	26,84,717 4 1	28,23,212 15 5	30,14,727 12 0

114. The collections of 1861-62, it will be observed from the above, were in excess of the previous year by Rupees 1,91,514-12-7; and when they are compared with those of 1853-54 and 1859-60, they exceed by Rupees 10,21,857-9-1, and Rupees 3,30,010-7-11 respectively.

115. The subjoined Table exhibits the gross receipts of the Post Offices during the years 1860-61 and 1861-62 including the Bullock Train receipts :—

PRESIDENCY.	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal ...	10,41,840 6 8	11,04,990 1 1	63,149 10 5	.....
Madras ...	5,04,866 0 0	5,03,042 14 2	.....	1,823 1 10
Bombay ...	6,68,479 13 7	6,58,554 5 3	.....	9,925 8 4
North-Western Provinces	19,47,004 8 1	12,13,897 5 7	.....	7,33,107 2 6
Punjab ...	.....	8,59,185 15 3	8,59,185 15 3	.....
Pegu ...	40,916 15 0	39,209 12 4	.....	1,707 2 8
Total ...	42,03,107 11 4	43,78,880 5 8	9,22,335 9 8	7,46,562 15 4

116. I give below the Table of official postage for 1860-61 and 1861-62 :—

PRESIDENCY.	1860-61.	1861-62.		
	Total official postage.	Postage on letters and newspapers.	Postage on Baughy Parcels.	TOTAL.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal ...	4,25,524 12 0	3,83,626 12 7	95,008 11 0	4,78,835 7 7
Madras ...	4,05,965 15 2	4,45,226 13 10	40,829 4 1	4,85,856 1 11
Bombay ...	7,58,307 9 0	7,31,838 5 4	57,013 3 9	7,89,851 9 1
North-Western Provinces...	7,70,884 9 0	5,18,514 12 8	92,107 9 0	6,10,622 5 8
Punjab ...	.....	4,59,159 4 10	20,524 0 0	4,79,993 4 10
Pegu ...	26,351 11 0	22,746 1 1	1,938 5 6	24,844 6 1
Total ..	23,84,734 8 8	27,61,612 2 4	3,07,221 0 10	28,69,833 3 2

117. With reference to the increase in official postage, it is to be borne in mind that it has been calculated at the rate of an anna *above* the rate heretofore charged, viz. 2 annas per tolah, as authorised by Government in consideration of the loss to the Department by the charge being made on the *aggregate* number and weight of letters, in place of being made on each letter separately, as is done with chargeable correspondence. The return includes the postage on re-directed service letters and service parcels which (as will be seen by paragraphs 85 and 88) had not previously been taken into account in the returns.

118. Expresses on the public service are not now so frequently called for as formerly, in consequence of the late order of Government requiring Officers to certify as to the necessity for them, but notwithstanding a considerable number are still carried for which no credit is taken by the Post Office, so that the amount of official postage shewn in the accounts for the past year is *not all* that the Department is entitled to take credit for.

119. The official postage is nominal or *pro formâ*, but nevertheless the Post Office is as fully entitled to claim credit for it as for the postage realised on private correspondence sent through the Post Office; the Office and road establishments are maintained as much, and not unfrequently more, for official, than private, correspondence.

120. On no grounds can it be justly urged that credit should not be taken by the Post Office for the *pro formâ* official postage; all *service* messages (those of the Post Office inclusive) sent by telegraph are paid in cash, and it is only because it is

not considered expedient that *cash* payment is not made to the Post Office by each Department for the postage incurred in the conveyance of its service letters.

121. In England the postage on service letters is paid in cash by each Department, so that the credits thereof are real, no portion of them being nominal or *pro forma*.
 Official postage paid by Departments in England.

122. The following Statement shows the increase and decrease in each item of receipt under its respective heads :—

	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Total Postage ...	28,25,726 1 5	30,14,727 12 0	1,89,001 10 7	.....
Bullock Train ...	11,56,976 9 8	11,46,248 11 2	.....	10,727 14 6
Mail Cart and Passenger Van	1,39,064 6 6	1,55,143 4 0	16,078 13 6	.....
Fines and savings ...	63,245 9 6	48,743 3 10	.....	14,502 5 8
Miscellaneous ...	18,095 0 3	14,017 6 8	.....	4,077 9 7
Total ...	42,03,107 11 4	43,78,880 5 8	2,05,080 8 1	29,307 13 9

123. The subjoined Statement gives the gross disbursements of the Post Offices in India during the years 1860-61 and 1861-62 :—

	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal ...	10,40,908 7 11	10,36,718 11 4	.....	4,189 12 7
Madras ...	7,57,347 10 4	7,17,749 10 6	.....	39,597 15 10
Bombay ...	12,27,144 13 2	10,14,010 1 0	.....	2,13,134 12 2
North-Western Provinces...	18,92,594 0 2	11,44,565 0 5	.....	7,48,028 15 9
Punjab ...	.....	7,34,338 8 4	7,34,338 8 4	.....
Pegu ...	61,509 3 10	62,940 11 4	1,431 7 6	.. ..
Director General of the Post Office ...	42,510 13 0	38,153 14 8	.....	4,356 144
Compiler of Post Office Accounts ...	.....	20,446 7 10	20,446 7 10	.....
Total ...	50,22,015 0 5	47,68,923 1 5	7,56,216 7 8	10,09,308 6 8

124. The disbursements of the Post Offices in India during the year under review and the previous year are given below :—

HEADS OF CHARGE.	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Salaries ...	9,44,628 3 9	6,11,898 2 8	.....	3,32,730 1 1
Office Establishment ...	3,93,353 10 4	5,97,218 8 1	2,03,864 13 9	.....
Road Establishment ...	8,25,339 1 7	8,51,244 2 3	25,905 0 8	.....
Contingent charges ...	3,40,274 1 2	2,35,476 5 10	... ..	1,04,797 11 4
Bullock Train ...	9,92,966 9 8	7,95,220 2 4	.....	1,97,746 7 4
Mail Cart ...	13,96,595 14 7	15,27,286 3 4	1,30,690 4 9	.....
Bounty Money ...	2,015 11 0	4,008 3 0	1,992 8 0	... ..
Temporary Establishment.	64,678 5 9	61,528 14 8	.....	3,149 7 1
District Post ditto ...	.....	23,977 12 3	23,977 12 3	.....
Miscellaneous ...	25,672 1 2	49 3 6	.....	25,022 13 8
Repairs and Construction of Buildings ...	7,306 1 9	11,344 12 5	4,038 10 8	.....
Conveyance of Mails ...	.....	30,866 10 8	30,866 10 8	.....
Pension ...	29,185 3 8	18,804 0 5	.....	10,381 3 3
Total ...	50,22,015 0 5	47,68,923 1 5	4,21,335 12 9	6,74,427 11 9

125. The following Statement exhibits the financial results with and without the postage on official correspondence and Banghy parcels, adding the Indian share of Steam postage due by the London Post Office, and deducting the Steam postage due to the London Post Office :—

PREMISES.	Gross Receipts.	Indian share of Steam Postage due by the London Post Office.	Total.	Deduct Steam Postage due to the London Post Office.	Net Receipts.	Deduct Gross Disbursement.	Deficit.	Official Postage.	Surplus.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal	11,61,990 1 1	47,977 0 8	11,52,967 1 9	1,99,608 7 2	9,63,270 10 7	10,46,485 7 1	83,214 12 6	4,78,885 7 7	3,95,090 11 1
Madras	5,03,042 14 2	21,115 6 4	5,24,158 4 6	28,423 15 2	4,95,734 5 4	7,27,516 6 3	2,31,782 0 11	4,85,856 1 11	2,54,074 1 0
Bombay	6,58,554 5 3	1,24,213 10 7	7,82,767 15 10	2,47,927 5 11	5,34,840 9 11	10,23,776 12 9	4,88,830 2 10	7,88,851 9 1	3,00,015 6 3
N. W. Provinces...	12,13,897 5 7	.....	12,13,897 5 7	.....	12,13,897 5 7	11,54,331 12 2	Surplus. 59,565 9 5	6,10,623 5 8	6,70,187 15 1
Punjab	8,59,183 15 3	.....	8,59,183 15 3	.....	8,59,183 15 3	7,14,105 4 1	Surplus. 1,15,080 11 2	4,78,983 4 10	6,98,064 0 0
Pegu	38,240 12 4	.....	38,240 12 4	.....	38,208 12 4	72,707 7 1	Deficit. 38,497 10 9	24,684 6 1	Deficit. 8,813 4 9
Total	43,78,860 5 8	1,93,306 1 7	45,72,166 7 3	4,65,947 12 3	41,06,238 11 0	47,69,923 1 5	6,63,684 6 5	23,08,833 3 2	22,06,148 18 9

126. Before closing this Report, I must remark that the most important change that has taken place in the *Department during the year under review is the transfer of account and audit from the Post Masters General and Civil Pay Masters to an Officer specially selected for the combined duty under the designation of "Compiler of Post Office Accounts."

127. All Post Office accounts and bills are submitted at the close of each month to the Compiler, who, after examining and checking them, submits to the Auditor General of India a consolidated account for each Presidency.

128. The accounts of the Post Office cannot be properly examined in detail, excepting by an Officer *practically* acquainted with the working of the Department, inasmuch as the duty does not consist in simply comparing the debits and credits in the body of the account, with the vouchers, as has been the practice in the Offices of Deputy Auditors and Accountants General, but also includes a careful examination of the entries on the *reverse* of the cash accounts, which, to some extent, are the abstracts of several registers kept in the Post Office.

129. The above details not only shew the extent of transactions of each Post Office in its several Departments, but at the same time form a fair criterion of the state of working of each Office, and the degree of interest taken by each Post Master in the performance of his duty.

130. It is obvious that an Officer unacquainted with the practical working of the Department would not be able to do more than compare the result shewn in the memoranda, on the reverse of the cash account, with the entries in the body thereof, and could not judge of the causes of any extraordinary increase or decrease in the receipts under different heads or deductions under the head forward postage, or postage on articles sent to the Dead Letter Office, as these items vary from time to time according to the seasons of the year and other circumstances well known to such as Mr. Brown (the present Compiler) who has not only had charge of a large and important Post Office, but has also been entrusted with the duty of supervision and control of Road Establishments in the capacity of Superintendent of the Mail and Bullock Train Establishment and Inspector of Post Offices.

131. The accounts were nearly as carefully checked when under the Post Masters General as they are now under the Compiler, yet there was great room for improvement, the more so as the Post Master General, from the administrative nature of his duty and frequent absence from his head quarters, could not devote that degree of attention to the Account Branch of his Office which was necessary.

132. I am not over-estimating the advantage resulting from a central Office of Account under a Special Officer and suitable Establishment working under the supervision and control of the Director General of the Post Office, when I affirm that besides

Advantages of audit and account by an Officer practically acquainted with the working of the Post Office.

uniformity of practice in the Account Branch, a wholesome check on the charges of the Department is ensured, as will be apparent from the following remarks :—

1st.—The Compiler of Post Office Accounts has instructions to bring to notice any unusual or extraordinary charges or any disproportion in the rates of one division when compared with those of another, whereby the Director General is enabled to enquire into the circumstances, and if not explained satisfactorily, to effect the necessary reductions.

2nd.—The Compiler also checks the rates of pay allowed to Officials of the same class in the several divisions of the Post Office in India, so that any remarkable differences are at once noticed, and unless accounted for by local circumstances, measures are taken to ensure uniformity, whereby the Department benefits.

3rd.—The Compiler also notices any inordinate increase by any Office in the deductions on account of postage on letters re-directed or sent to the Dead Letter Office, and calls the Post Masters to account, which cannot but ensure great care and attention to duty on the part of those officials.

4th.—By a glance at the Rules (annexures Nos. 2 and 3) for the disposal of unclaimed and refused letters, and for the internal management of the Dead Letter Office, it will be easy for any one to comprehend the extent of pressure that the Compiler has it in his power to exercise in ensuring accuracy of account, and preventing peculations in the unclaimed and refused letter department of the Post Office throughout India.

5th.—The circumstance of the Compiler acting under the control and with the support of the Director General, carries great force with it, makes every Post Master feel his responsibility and attend to the correct preparation and punctual submission of his accounts.

133. The above advantages could not be realised to their full extent had the accounts remained under the Post Masters General, and much less if under the local Deputy Accountants and Auditors General.

134. To the scrutiny and check carefully and vigilantly exercised by the Compiler is in no slight degree to be attributed the increase in the receipts (paragraph 122) in all the Departments of the Post Office.

135. The increase under the head "Letter and Parcel Postage," notwithstanding the compulsory pre-payment of postage on newspapers, is especially satisfactory. A marked increase in the receipts was observed so soon as the Rules for the opening and distribution of the Mail took effect (paragraph 22), and still greater increase followed the introduction of the Rules for the disposal of unclaimed and refused letters.

(Signed) G. PATON,

Director General of the Post Office of India.

APPENDICES

TO THE

REPORT

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA,

FOR THE YEAR 1861-62.

APPENDIX NO. I.

INSTRUCTIONS REGARDING THE ACCOMMODATION OF POST OFFICE INCLUDING THE RESIDENCE OF A POST MASTER.

It is obvious that unless the accommodation be suitable, it will be impossible to have the necessary articles of furniture supplied for the working of the Office.

The Post Office should always, if possible, be held in one room sufficiently large to admit of the several articles of furniture being conveniently placed, and the work satisfactorily conducted therein.

As a rule the Deputy Post Master should reside under the same roof as that of the Post Office, and if that be not practicable, he must have a residence for himself and his family also close by, or in the immediate vicinity, so as to be at hand to perform his duty when necessary by night as well as by day.

It is to be observed that a Verandah is included in the plan for the Post Office, as it is very essential for the convenience of the public in making references, posting letters, parcels, &c. In renting a building for the Post Office all the accommodation set forth in the annexed plan must, as far as possible, be obtained, and care should be taken to have the Office in as central and convenient a position as possible for the public.

In order that the Office be kept clean, you will require the Deputy Post Master to have it white-washed at the close of the rainy season. Where the materials for white-washing may not be available, the *cheknec muttee* of the country will answer as a substitute.

(Signed) G. PATON,
Director General of the Post Office of India.

APPENDIX NO. II.

RULES FOR THE DISPOSAL OF REFUSED AND UNCLAIMED LETTERS,
NEWSPAPERS, AND PARCELS.

1. The speedy conveyance and delivery of letters is the *main* object of the Post Office.

2. The Dead Letter Office, by showing the number of undelivered letters, may be accepted as a fair index of the efficiency of the Department, and the degree of success attending the exertion of each Post Master.

3. The Post Master who has his heart in his work will spare no exertion in effecting the delivery of letters promptly and safely, and will point to the absence of complaints from the public and the small number of letters sent by him to the Dead Letter Office as evidence of his official qualifications.

4. A list of unclaimed letters and parcels must be prepared alphabetically every *Monday*, and hung up in a conspicuous place in, or, if practicable, outside, the Post Office. It must be corrected daily by striking off such covers as have been delivered, and adding those that are unclaimed.

5. All unclaimed covers, with or without the name of the sender written outside, must, after having been retained for three weeks, be sent to the Dead Letter Office, *unless there be special reasons* for their being detained longer.

6. Letters which cannot be delivered, owing to the death of the addressee, must be retained for three weeks in the Delivery Office, in order to give the representatives of the deceased an opportunity of claiming them.

7. All covers that have to be forwarded must be re-directed by the Post Master in his own handwriting before being entered in the Nominal Register and made over to the Despatching Department.

8. All remarks on unclaimed letters, papers and parcels, such as "not known," "not found," "gone away," "deceased," &c., &c., must be made by the Post Master after inquiry of the Delivery Peon, whose signature to such effect must be attached on the cover.

9. No covers should ever be re-directed and forwarded without instructions from the addressee (or senders) or *reliable information*, especially as regards Native letters, such as to justify the Post Master forwarding them.

10. A Chullan (form annexed) must be forwarded to the Dead Letter Office along with each despatch of unclaimed letters, showing the gross number of paid and service covers, and the number, weight and postage of unpaid covers. The Chullan should be consecutively numbered, beginning with the month of May, and when receipted they

must be returned to the Office of Despatch, in view to their being submitted as *vouchers* with the Cash Account to the Compiler of Post Office Accounts.

11. Provision is made for unclaimed and refused parcels being entered in the Mail Chullan, whereby the number of vouchers to be checked in the Dead Letter Office, and also in the Office of Compiler of Accounts will be diminished. Care must be taken to despatch such parcels on the 3rd, 10th, or 18th of the month, so that they may reach the Dead Letter Office in time to admit of the Chullan being receipted and returned to the Office of Despatch *before the close of the month*.

12. All covers that are refused, illegibly addressed, or without any address, should be sent to the Dead Letter Office along with the first packet of unclaimed covers.

13. The refused and unclaimed letters must, after being *faced*, be put up in separate bundles and labelled, care being taken that the service, paid, and unpaid (of each class) are tied separately, in order that their comparison with the entries in the Chullan may be facilitated in the Dead Letter Office.

14. When paid letters and newspapers, re-directed at the instance of the Post Masters without written instructions from the senders or addressees are refused on account of the bearing or forward postage, or are unclaimed, they should be forwarded to the Dead Letter Office, whence they will be returned *free*, as the bearing or forward postage cannot, under such circumstances, be legally demanded from the senders.

15. Disbursing Offices must forward their unclaimed and refused letters on the 3rd, 10th, 18th, and 25th of each month to the Dead Letter Office.

16. Subordinate Offices will forward their refused and unclaimed covers to the Dead Letter Office on the 5th and 20th of each month.

17. The Chullan returned by the Dead Letter Office to subordinate Post Offices will be submitted as *vouchers*, with their Cash Accounts, to their respective Disbursing Offices, which, after comparing the amount noted therein with the deductions in the Postage Account, will transmit them to the Compiler of Post Office Accounts.

18. The postage shown on unpaid covers in the Chullans sent to the Dead Letter Office must correspond with the entry thereof in the Register of letters re-directed. When corrections are made in the Chullan at the Dead Letter Office a note thereof must be made in the Register of re-directed covers, so as to ensure the reductions made in the Postage Account corresponding with the total of the Chullans for the month.

(Signed) G. PATON,
Director General of the Post Office of India.

APPENDIX NO. III.

RULES FOR THE INTERNAL MANAGEMENT OF THE DEAD LETTER OFFICE.

1. The Clerks entrusted with the charge of the Dead Letter Office must, in accordance with Clause 2 of Section 44 of the Post Office Act of 1854, be sworn to secrecy, or not to divulge the contents of any letter opened by them.

2. The Head Clerk of the Dead Letter Department will, in the presence of the other Clerks of the Office, open the packets one by one, and compare their contents with the Chullan, (form annexed) which he will receipt, stamp and then hand over with the letters to another Clerk to be entered in the Receipt Register.

3. Any discrepancy in the entry on the Chullan must be corrected in *red* ink by the Head Clerk, and the Post Masters of the Despatching Offices held responsible for making corresponding alterations in their nominal Register of letters re-directed, &c., so that the reductions in their cash account, on account of postage on bearing covers sent to the Dead Letter Office, may correspond with the amount acknowledged by the Dead Letter Office.

4. After the necessary entry has been made in the Receipt Register (form annexed) the Chullans should be folded up, addressed and placed in the appropriate compartments of a sorting almirah and sent at the close of the day to the Post Office, in view to being returned to the Despatching Office.

5. The letters received from each Office must be carefully examined, and such covers as are to be returned to the sender or forwarded to the addressees taken out and (after being re-directed) arranged in the appropriate compartments of the sorting almirah, the remaining covers should be tied up in a bundle and placed with other similar bundles of the day in the record almirah. The date of receipt and the name of the Despatching Office must be noted on each bundle in view to facilitate reference.

6. A note of the number of covers disposed of should be made in the Receipt Register against each Office whence the letters were received.

7. It is desirable to be able to show the number of letters posted with an illegible address, and also without any address at all,—a memorandum of the number of such covers must be kept in the Dead Letter Office in view to be shown in the Annual Report on the Post Office.

8. Registered letters, found in the packets received from the several Offices, will be handed over for entry in the Parcel Register, and disposed of in the manner hereafter pointed out.

9. Every exertion must be made by the Establishments of the Dead Letter Office in endeavouring to effect the delivery of letters to the addressees, or the return of them

to the senders. The Civil and Army Lists should be referred to, and on the residence of the addressee or sender (as the case may be) being ascertained, the letters should be re-directed or put in fresh covers, and the bearing postage (if any) marked thereon.

10. While it is an object to have letters forwarded to the addressees, or returned to the senders, it is to be borne in mind that no covers should ever be sent from the Dead Letter Office without a reasonable hope of its reaching the addressees or the senders as the case may be.

11. Refused and unclaimed covers despatched from Post Offices situated in other Presidencies will be separated and forwarded to the Dead Letter Office of the Presidency wherein they were posted.

12. Refused and unclaimed letters posted in England, the British Colonies, and Foreign Countries are to be returned unopened after being kept in deposit for three months.

13. Unclaimed and refused Newspapers which have been imported are not to be returned, but disposed of as waste paper soon after receipt at the Dead Letter Office in accordance with the Rules of the Department.

14. Covers whether refused or unclaimed, the address of which is written outside, should not be opened in view to be returned to the sender, unless it is found necessary to seek for further information respecting the sender than can be found outside the covers.

15. Letters sent (bearing postage) by public Officers in their official capacity to individuals on their private affairs should, when refused by the addressees, be returned to the senders free of charge.

16. As public Officers are required to receive letters superscribed "on the public service only" and pay any bearing postage thereon, in consequence of the absence of a frank or being irregularly franked, no such letters should be sent to the Dead Letter Office unless the addressee cannot be found. In the event of such letters being refused and forwarded to the Dead Letter Office, they should be sent to the Post Master General in view to his calling on the addressee to pay the postage under the orders of Government dated 16th July 1855.

17. Quasi-service covers, charged with postage in consequence of their being franked by an unauthorized Officer, should, when refused by the addressee, be forwarded to the sender, and the postage realized from him.

18. Any infringement of the Rules for the disposal of unclaimed and refused covers, or irregularity in the despatch of them to the Dead Letter Office, should at once be brought to the notice of the Post Master General in order that he may take immediate action thereon.

19. Whenever any valuable articles, such as Bank Notes, Cheques, Stamps, &c., are found in a letter, the Clerk by whom the cover is opened should at once take it to the Head Clerk, who, after carefully comparing the contents with the advice, will have it entered in the Parcel Register, and then make over the enclosures to the party entrusted with the custody of such articles, taking his receipt for the same in a Memorandum Book to be opened for the purpose. The entry in the Parcel Register should be attested by the Head Clerk, and then brought to the notice of the Officer in charge of the Dead Letter Office, who will add his own initials thereto.

20. In the event of a cover containing property being instantly disposed of, by its being considered advisable to forward it to the addressee or sender, the Head Clerk will put it in a fresh cover, close and seal it (with his own hands), and also make the necessary remark opposite to the entry in the Register. In order to ensure the safe transmission of the cover, the sender or addressee (as the case may be) should, if practicable, be communicated in view to his or her instructions being received for its being forwarded by the Parcel Mail, or as a registered packet by Letter Mail.

21. The sorting almirah for the Dead Letter Office should be constructed on the principle of the preliminary (transit) sorting almirah with as many compartments as there are Dead Letter Offices in India, and also two for the Station Post Office, one being for sorted, the other for station letters.

22. All letters that can be disposed of at once will be sorted in the above almirah, and at the time of closing the Mail the covers intended for delivery in the Station should be invoiced in the ordinary manner in a Mail Chullan; those intended to be forwarded to other Stations should be put up in a separate packet (marked sorted), and those intended to Post Offices in other Presidency should be put up in a separate packet addressed to the Dead Letter Office appertaining thereto. The packets should be entered in a Delivery Book, and the receipt of the Post Master should be taken thereon. The Post Master will treat the letters that are to be forwarded to other Stations as "sorted" or in transit, as they cannot be entered as posted at, or despatched from, his Office without the returns of such covers being thereby rendered fictitious.

23. Books, pamphlets and parcels are to be disposed of in the same manner as letters. They will be entered in detail in a separate Register (Form annexed); and, unless disposed of on the day of receipt, they must be kept in charge of a trustworthy official in an almirah under double lock and key (of different dimensions), and disposed of by auction if not claimed within a year.

24. It is not necessary to open such parcels as can be immediately disposed of, but those which are kept in deposit at the Dead Letter Office, and the delivery of which there is little or no hope, should invariably be opened in the presence of the Head Clerk (or Post Master), and their contents entered in the Register before being placed under double lock and key in the almirah provided for their safety.

25. A Register very nearly similar to the Parcel Register will have to be kept by the party entrusted with the custody of parcels and letters containing valuable property.

26. The record almirah should contain 16 compartments sufficiently large to admit of two bundles, (that is to say letters received in the course of *two days*) being put up in each. At the end of the month the whole of the bundles (for that period) should be transferred to another almirah, so that the record of each month may be kept apart undisposed of *monthly* after the expiration of 12 months from the date of receipt at the Dead Letter Office.

27. To facilitate the tracing of unclaimed letters addressed in English, a separate almirah containing 26 Pigeon-holes (marked alphabetically) should be provided for sorting them, such covers must be separated from those put up in the daily bundles as remaining undisposed of.

28. The Dated Dead Letter Office Stamp on the above covers will facilitate the separation of them for the purpose of being forwarded (to England or elsewhere after the expiration of three months) or destroyed after they have remained a year in the Dead Letter Office.

29. The following is a list of Books and other articles to be kept in the Dead Letter Office according to requirements:—

BOOKS.

1. Register of letters and papers received.
2. Ditto of parcels, registered letters and books received.
3. Receipt Book to be kept up by the official having the custody of parcels, &c.
4. Scales for weighing letters and parcels.
5. Dated Dead Letter Office Stamp.

ARTICLES.

1. A large table on which covers are to be opened and disposed of in the presence of all the Clerks.
2. Almirah for daily record of covers received.
3. Ditto for monthly ditto.
4. Ditto for sorting covers.
5. Almirah, with double lock and key for the safe custody of parcels.
6. Ditto ditto for sorting English letters.

(Signed) G. PATON,

Director General of the Post Office of India.

APPENDIX NO. IV.

From G. PATON, Esquire, Director General of the Post Office of India, to the Officiating Post Master General, Madras,—No. 3181, dated Camp Lahore, the 2nd April 1862.

IN reply to your letter No. 362 of the 15th ultimo, I beg to observe that it is an easy matter for Post Masters or Establishments of two or more Post Offices to collude in the employment of extra Banghy-burdars or Coolies for the conveyance of Banghy parcels on the strength of the descretionary authority vested in them by paragraph 55 of the Post Office Manual. But it is by no means an easy matter for the Post Master General to exercise proper check in such cases, or to prevent fraud resulting thereby. I am of opinion that it is seldom or never necessary to employ extra Banghy-burdars or Coolies, provided the Post Masters exercise sound discretion in retaining service parcels and forwarding them when practicable by the fixed Road Establishment. I need scarcely remark that it is an easy matter to make an extra despatch occasionally, and so clear off an accumulation of parcels, and it is equally easy for the Post Masters to do so by means of the fixed Establishment, and at the same time *charge* for so doing. The Overseers of the Road Establishments might or might not be cognizant of the practice of fraud in such cases. I shall feel obliged by your reconsidering the point at issue and favoring me with your opinion. When extra Banghy-burdars or Coolies are actually necessary, it might be advisable to require that the Inspecting Post Master should satisfy himself of the *necessity* and to countersign the bill with a declaration of his having personally satisfied himself of the employment of extra men having been found indispensable. A Circular letter, as indicated above by you for the guidance of your subordinates, might, I think, be attended with the best results.

CIRCULAR No. 494.

COPY forwarded to other Post Masters General for information and guidance.

CAMP KURNAL ; }
The 12th April 1862. }

(Signed) G. PATON,
Director General of the Post Office of India.

APPENDIX NO. V.

CIRCULAR No. 48.

From G. PATON, Esquire, Director General of the Post Office of India, to the Post Master General, Madras,—Dated Camp Nynoe Tal, the 18th July 1862.

OBSERVING that Pamphlets and other printed and engraved papers, *weighing less than 12 tolahs*, are not unfrequently treated as Book Post Packets under Section XIV. and forwarded *by Parcel Mail*, I have the honor to draw your attention to Section VII. of the Post Office Act, and to request that you will instruct Post Masters to charge the above articles at Newspaper rates (unless superscribed by Book Post), also to invoice them under the head of "Newspapers" in the letter Chullan and send them *by Letter Mail*.

2. It is obvious, however, that, if not exceeding 6 tolahs in weight and prepaid by a stamp of one anna, a Pamphlet, though superscribed by "Book Post," should be treated as a Newspaper and conveyed by the Letter Mail.

3. By treating articles that come under Section VII. as Book Post Packets, they are subjected to unnecessary delay in transit, besides risk of damage by being put up along with parcels for transmission by the Banghy Mail.

4. In making no distinction between a Pamphlet or other article chargeable under Section VII. and a packet of Books under Section XII., the rate of postage being the same, viz., one anna up to 6 tolahs in the former, and one anna up to 20 tolahs in the latter case, there is not unfrequently loss of revenue.

5. Post Masters should draw the attention of the public to the pre-payment of articles sent through the Post Office under Section VII. by means of stamps at the rate of an anna for every 6 tolahs, or the fraction of 6 tolahs, in order that they may not be treated as insufficiently paid, and charged with the deficient postage and a fine equal to a single rate or one anna.

APPENDIX NO. VI.

CIRCULAR No. 486, dated 2nd April 1862.

From G. PATON, Esquire, Director General of the Post Office of India, to the Post Master General, Madras,—No. 3113A, dated Camp Umballa, the 26th March 1862.

WITH reference to the correspondence received with your letter No. 349 of

I must, in conclusion, remark that very little assistance has been offered by the local Officers of the Post Office Department in throwing light on these cases. The regular form gone through, as for the Inspecting Post Master to enclose a letter from the Deputy Post Master, stating that a robbery has taken place, and requesting that "the case may be judicially investigated." The form of these letters never varies, and they never contain a single suggestion which the Inspector's knowledge of the working of the Post Office Department might enable him to offer. It is the opinion of all those with whom I have communicated on the subject that the Post Office requires more vigorous local supervision.

the 7th instant, I beg to observe that there appears to be grounds for the severe reflection (as per margin) by the Assistant Magistrate, Mr. Hooper, against the Postal Department, inasmuch as it is the duty of the Officials concerned promptly to enter on

and vigorously conduct a Departmental inquiry, irrespective of any judicial investigation that may at the same time or subsequently be undertaken or found necessary. I am of opinion that inquiries by the Police in respect to robberies connected with the Post Office are generally ineffectual, unless assisted or directed by Postal Officials; and unless it can be shown that they have zealously aided or assisted, they may be considered as having culpably neglected their duty.

2. It is an easy way of disposing of robberies in the Post Office to request "a judicial investigation," and there are few Officials of any experience in the Department who are not aware that such a request, unless attended with or followed by a searching Departmental investigation, is, as a rule, attended with no result, owing to the difficulty in procuring the special evidence of a reliable nature that is necessary for the conviction of the culprits.

3. There can be no doubt that on the occurrence of a robbery, or any irregularity in the Post Office, a Departmental investigation should invariably be instituted, irrespective of any enquiry that may be entered on by the Police or by a Magistrate, more especially as punishment can always be awarded Departmentally whenever there is strong suspicion or moral conviction; whereas, in a judicial investigation, punishment cannot be inflicted unless there be legal evidence sufficient to establish proof or conviction, which is seldom the case in robberies effected by Officials of the Post Office.

4. It is desirable that every Official in the Post Office should be aware that in every instance of irregularity or robbery connected with the Post Office, a Departmental inquiry will be made, and that punishment shall be awarded Departmentally when it does not appear expedient to transfer the case for judicial investigation.

5. I shall be glad to know whether any Departmental inquiry was made or whether any assistance was given by the Officials of the Department in the instances referred to by the Assistant Magistrate; and if no Departmental inquiry was made and no assistance given by the Officials of the Department, I shall feel obliged by your favoring me with the names of the Officials who so far failed in their duty.

APPENDIX NO. VII.

CIRCULAR No. 474.

From G. PATON, Esquire, Director General of the Post Office of India, to the Post Master General, Madras,—Dated Camp Agra, the 12th March 1862.

As I observe that it is physically impossible for the Inspecting Post Masters to visit or inspect each Office quarterly, and that much time is wasted and expense unnecessarily incurred by some of the Inspecting Post Masters making it a practice to be travelling throughout the year, I request that the inspections of each Office of Road Establishment may in future, as a rule, be limited to two in number.

2. The Post Offices which are of small importance, remotely situated or difficult of access, need not be inspected more than once in the year; such Offices should be indicated for the guidance, and not left to the discretion of the Inspecting Post Master.

3. The time for the tour of inspection should, for obvious reasons, be selected with reference to the most favorable season of the year for travelling, which would be at the close of the Monsoon and before the setting in of the hot season. Paragraph 163 of the Post Office Manual should, therefore, be altered as per margin.

For full report, &c., read "twice in the year;" and for forms of quarterly report, read "form of report."

4. It should be impressed on the Inspecting Post Master that, if qualified for his duty, he will seldom or never have occasion to visit any Office beyond the usual time, as the exercise of proper supervision and control will prevent the occurrence of irregularities; the circumstance of having to inspect an Office or Road Establishment more frequently than twice in the year might be fairly assumed as an indication of inability to control his subordinates.

5. The Inspecting Post Master must have his Head Quarters at the most central or convenient Post Office for exercising supervision in his division. It is obvious that a Sorting Office should, if possible, be selected; but it must be fixed by you, and not left to the choice or convenience of the Inspecting Post Master.

6. When not travelling on duty, the Inspecting Post Master must reside at his Head Quarters, as there he will be in the most favorable position for watching the working of every Office in his division, as well as that of every Office of other divisions which may send Mails to it. Every irregularity, whether in his own or in another division, or in another Presidency or Administration, should be noticed or reported to the Inspecting Post Master of the division, or (if necessary) to the Post Master General of the Presidency or Administration. Every Official will thus be kept on the alert, and the working of the Department will be improved.

7. As a rule, the Inspecting Post Master must conduct his duty at the Post Office, and be present at the time of receipt and despatch of the Mails, as it is then and then only that he can satisfy himself as to the accuracy with which the Mails are disposed of.

8. Each inspection of a Post Office should be thorough, and such as to detect any irregularity. Particular inquiry should be made as regards the habits and character, as also the antecedents, not only of the Post Master, but also of every Official subordinate to him, so that no one who is not respectable, or who does not command confidence, may be found in or connected with the Department.

9. The duty of the Inspecting Post Master is not confined to the inspection of the accounts and working of the Post Office, inasmuch as he ought to consider it incumbent on him to instruct his subordinates and satisfy himself that each thoroughly understands the duty entrusted to him. There is no excuse for any Post Master being ignorant of, or unfit for, the proper performance of his duty.

10. In order to encourage emulation and so lead to the improvement of the Department, each Inspecting Post Master should be required to submit an annual Report showing the success with which each Office and Road Establishment in his division has been managed. Such a Report might be accepted as a fair criterion of the qualification of the Inspecting Post Master for the duty of supervision and control.

APPENDIX NO. VIII.

INSTRUCTIONS REGARDING THE REMOVAL OF OFFICIALS WHO
ARE INCORRIGIBLY CARELESS OR INCOMPETENT.

WHEN a Peon, Clerk, Deputy Post Master, or Inspecting Post Master shews himself to be careless, negligent or incompetent, he should be advised to tender his resignation in view to his not being subjected to the disgrace of removal or dismissal. I do not think that any Official who is careless, negligent, or incompetent should be retained in the Department beyond the time that may be necessary to admit of an efficient substitute being obtained.

My instructions, if judiciously carried into effect, will enable you to ensure the performance of duty by your subordinates, inasmuch as they authorise your getting rid of those who will not, or cannot, do their duty. In permitting incorrigibly careless or incompetent Officials to retain their appointments, the Head of the Department incurs serious responsibility. It behoves him, therefore, to take prompt measures for preventing any one holding an appointment for which he has proved himself disqualified, otherwise he becomes indirectly the cause of such irregularities as may result from incorrigible carelessness or incompetency.

(Signed) G. PATON,
Director General of the Post Office of India.

APPENDIX NO. IX.

Comparative Statement showing the actual Receipts exclusive of Official Postages in the five Presidencies of India for 1860-61 and 1861-62.

HEAD OF RECEIPTS.	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
POSTAGE ON LETTERS.				
Bengal ...	1,08,810 11 0	2,09,002 7 11	11,001 12 5	0 0 0
Pegu ...	9,411 5 6	8,521 0 0	0 0 0	990 5 6
Eastern Settlement ...	35,571 3 8	43,780 3 6	8,208 15 10	0 0 0
Madras ...	1,31,477 14 4	1,04,707 12 4	0 0 0	16,710 2 0
Bombay ...	1,80,833 0 4	1,67,400 0 5	0 0 0	13,424 8 9
North-Western Provinces ...	3,70,286 12 2	2,55,185 4 7	0 0 0	1,15,091 7 7
Punjab ...	...	1,34,330 11 0	1,34,330 11 0	0 0 0
Total ...	9,16,421 5 0	9,21,908 7 11	1,63,631 7 3	1,48,148 4 10
POSTAGE ON BAGGAGE PARCELS.				
Bengal ...	61,533 4 5	61,105 10 11	0 0 0	427 9 6
Pegu ...	2,189 1 3	1,854 5 3	0 0 0	333 12 0
Eastern Settlement ...	104 0 2	49 14 0	0 0 0	14 3 2
Madras ...	47,808 2 0	46,873 5 1	0 0 0	935 13 8
Bombay ...	50,082 6 0	63,804 1 6	4,811 11 6	0 0 0
North-Western Provinces ...	1,36,600 6 0	1,00,796 12 5	0 0 0	35,803 9 7
Punjab ...	0 0 0	58,395 1 6	58,395 1 6	0 0 0
Total ...	3,07,444 4 7	3,32,860 2 8	63,206 13 0	37,751 14 11
EXPRESS POSTAGE.				
Madras ...	2,510 8 0	0 0 0	0 0 0	2,510 8 0
Total ...	2,510 8 0	0 0 0	0 0 0	2,510 8 0
LATE LETTER FEES.				
Bengal ...	0 10 0	0 0 0	0 0 0	0 10 0
Pegu ...	...	0 0 0	0 0 0	0 0 0
Madras ...	1 12 0	0 0 0	0 0 0	1 12 0
Total ...	2 6 0	0 0 0	0 0 0	2 6 0
REGISTRATION FEES.				
Bengal ...	0 4 0	0 0 0	0 0 0	0 4 0
Pegu ...	0 0 0	0 0 0	0 0 0	0 0 0
Eastern Settlement ...	0 0 0	0 0 0	0 0 0	0 0 0
Madras ...	0 0 0	0 0 0	0 0 0	0 0 0
Bombay ...	0 0 0	0 0 0	0 0 0	0 0 0
North-Western Provinces ...	0 0 0	0 0 0	0 0 0	0 0 0
Punjab ...	0 0 0	0 0 0	0 0 0	0 0 0
Total ...	0 4 0	0 0 0	0 0 0	0 4 0
BULLOCK TRAIN.				
Bengal ...	2,40,818 3 10	2,58,047 8 7	6,229 4 9	0 0 0
North-Western Provinces ...	9,07,159 5 10	4,63,924 10 7	0 0 0	4,41,233 11 3
Punjab ...	0 0 0	4,24,270 8 0	4,24,270 8 0	0 0 0
Total ...	11,56,976 9 8	11,46,241 11 2	4,30,508 12 9	4,41,233 11 3
MAIL CART.				
Bengal ...	0 0 0	14 2 0	14 2 0	0 0 0
Madras ...	4,315 5 6	2,255 5 0	0 0 0	2,060 0 6
Bombay ...	1,303 8 9	0 0 0	0 0 0	1,303 8 9
North-Western Provinces ...	62,632 12 3	15,500 3 6	0 0 0	46,433 8 9
Punjab ...	0 0 0	57,860 10 0	57,860 10 0	0 0 0
Total ...	67,651 10 6	75,729 4 6	57,874 12 0	49,797 2 0
PASSENGERS' VAN DAWL.				
Bengal ...	10,130 4 0	9,207 10 6	0 0 0	923 9 6
Madras ...	0 0 0	0 0 0	0 0 0	0 0 0
Bombay ...	0 0 0	5,097 13 6	5,097 13 6	0 0 0
North-Western Provinces ...	61,283 8 0	46,075 15 6	0 0 0	15,208 8 6
Punjab ...	0 0 0	19,032 8 0	19,032 8 0	0 0 0
Total ...	71,412 12 0	79,418 15 6	24,130 8 6	15,139 2 0

HEAD OF RECEIPTS.	1860-61.	1861-62.	Increase.	Decrease.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
FINES AND SAVINGS.				
Bengal	10,767 6 8	11,009 8 0	1,202 1 4	0 0 0
Pegu	1,243 14 0	184 5 1	0 0 0	1,089 8 11
Eastern Settlement	8 15 0	0 0 0	0 0 0	8 15 0
Madras	7,683 9 1	7,613 14 4	80 5 3	0 0 0
Bombay	14,708 13 8	7,994 15 0	0 0 0	4,711 14 8
North-Western Provinces	81,047 15 1	14,286 12 6	0 0 0	16,762 2 7
Punjab	0 0 0	6,784 12 11	6,784 12 11	0 0 0
Total	63,345 9 6	48,743 3 10	8,067 8 6	22,560 9 2
MISCELLANEOUS.				
Bengal	9,705 9 10	3,041 12 8	0 0 0	6,663 13 2
Pegu	561 4 9	77 2 6	0 0 0	477 2 3
Eastern Settlement	0 4 0	2 12 0	2 8 0	0 0 0
Madras	0 7 6	992 8 1	992 0 7	0 0 0
Bombay	5,305 0 0	5,923 0 2	618 0 2	0 0 0
North-Western Provinces	2,529 0 2	2,163 0 4	0 0 0	366 8 8
Punjab	0 0 0	1,817 3 7	1,817 3 7	0 0 0
Total	18,095 0 3	14,017 6 8	3,429 13 4	7,507 5 11
SALE OF POSTAGE STAMPS.				
Bengal	4,02,404 6 11	4,34,783 1 4	32,378 10 5	0 0 0
Pegu	27,449 5 8	24,802 15 6	1,113 10 0	0 0 0
Eastern Settlement	63,059 2 8	75,145 5 8	12,107 3 0	0 0 0
Madras	3,31,160 4 10	3,40,540 1 4	10,379 12 6	0 0 0
Bombay	4,00,244 4 10	4,10,285 0 6	980 11 8	0 0 0
North-Western Provinces	3,76,009 12 7	3,13,927 0 10	0 0 0	62,079 11 9
Punjab	0 0 0	1,56,048 8 3	1,56,048 8 3	0 0 0
Total	16,00,347 5 4	17,50,922 1 5	2,22,654 7 10	62,079 11 0
TOTAL.				
Bengal	9,43,160 13 2	9,80,011 13 11	42,851 0 0	0 0 0
Pegu	40,918 15 0	39,209 13 4	0 0 0	1,707 2 8
Eastern Settlement	98,679 9 6	1,18,978 3 2	20,298 9 8	0 0 0
Madras	6,04,966 0 0	5,01,042 14 2	0 0 0	1,823 1 10
Bombay	6,04,479 13 7	6,54,554 5 3	0 0 0	9,925 8 4
North-Western Provinces	19,47,004 8 1	12,13,907 5 7	0 0 0	7,33,107 2 0
Punjab	0 0 0	5,50,185 15 3	5,50,185 15 3	0 0 0
Grand Total	42,03,107 11 4	43,78,880 5 8	9,22,335 9 8	7,46,563 15 4

CAMP NUNN TAL;
The — October 1862.

(Signed) G. PATON,
Director General of the Post Office of India.

Comparative Statement shewing the actual Disbursements of the Post Offices of the five Presidencies of India for 1860-61 and 1861-62.

HEAD OF CHARGES.	1860-61.	1861-62.	Increase.	Decrease.
SALARIES.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Bengal ...	1,17,376 8 6	1,16,473 7 7	0 0 0	803 15 11
Pegu ...	8,736 7 1	17,261 8 2	8,535 1 1	0 0 0
Eastern Settlement ...	8,600 0 0	4,530 0 0	890 0 0	0 0 0
Madras ...	1,13,144 10 7	1,02,548 7 3	0 0 0	10,596 3 4
Bombay ...	1,22,171 10 1	1,14,904 10 0	0 0 0	7,267 0 1
North-Western Provinces ...	5,43,709 2 0	1,31,571 1 4	0 0 0	4,10,138 1 2
Punjab ...	0 0 0	81,435 8 4	81,435 8 4	0 0 0
Director General of the Post Office	36,000 0 0	31,834 15 0	0 0 0	2,366 1 0
Compiler of Post Office Accounts ...	0 0 0	7,639 9 0	7,639 9 0	0 0 0
Total ...	9,44,028 3 9	6,11,809 2 8	28,540 2 5	4,31,270 3 6
ESTABLISHMENT.				
Bengal ...	1,08,468 6 2	1,43,806 11 2	35,400 5 0	0 0 0
Pegu ...	37,408 12 1	20,512 10 8	0 0 0	16,896 1 10
Eastern Settlement ...	7,020 11 3	6,044 1 11	0 0 0	342 9 4
Madras ...	1,00,685 5 0	1,18,002 12 10	0,216 7 1	0 0 0
Bombay ...	1,27,046 7 1	1,18,234 7 5	0 0 0	8,811 15 8
North-Western Provinces ...	0 0 0	1,00,631 5 8	1,00,631 5 8	0 0 0
Punjab ...	0 0 0	63,757 8 4	63,757 8 4	0 0 0
Director General of the Post Office	3,730 0 0	3,551 11 10	0 0 0	165 4 8
Compiler of Post Office Accounts ...	0 0 0	12,072 2 8	12,072 2 8	0 0 0
Total ...	3,93,353 10 4	6,97,218 8 1	2,30,079 12 0	36,215 15 0
ROAD ESTABLISHMENT.				
Bengal ...	2,05,348 7 5	1,90,602 9 8	0 0 0	14,553 13 9
Pegu ...	8,809 11 4	21,043 2 11	12,233 7 7	0 0 0
Madras ...	1,83,262 14 5	2,00,671 3 2	17,408 4 0	0 0 0
Bombay ...	4,27,088 0 5	2,36,163 15 11	0 0 0	1,91,425 0 6
North-Western Provinces ...	0 0 0	1,38,110 14 0	1,38,110 14 0	0 0 0
Punjab ...	0 0 0	63,049 4 7	63,049 4 7	0 0 0
Eastern Settlement ...	432 0 0	228 0 0	0 0 0	304 0 0
Total ...	8,25,739 1 7	6,61,234 2 3	2,32,087 14 1	2,06,183 14 3
CONTINGENT CHARGES.				
Bengal ...	90,052 13 10	60,751 5 5	0 0 0	29,301 8 5
Pegu ...	6,323 14 1	8,335 1 0	0 0 0	2,011 13 1
Eastern Settlement ...	3,747 7 7	1,331 15 0	0 0 0	2,416 7 10
Madras ...	77,309 6 10	47,506 2 11	0 0 0	29,804 3 11
Bombay ...	1,04,950 11 1	83,528 0 4	0 0 0	21,322 10 9
North-Western Provinces ...	55,098 14 9	22,065 11 9	0 0 0	32,033 3 0
Punjab ...	0 0 0	15,170 0 8	15,170 0 8	0 0 0
Director General of the Post Office	2,790 13 0	984 3 10	0 0 0	1,806 9 2
Compiler of Post Office Accounts ...	0 0 0	734 12 2	734 12 2	0 0 0
Total ...	3,50,274 1 2	2,35,476 5 10	15,904 12 10	1,20,792 8 3
BULLOCK TRAIN.				
Bengal ...	3,34,593 9 9	3,00,059 13 3	0 0 0	24,533 12 6
North-Western Provinces ...	6,58,382 15 11	3,18,726 12 2	0 0 0	3,39,656 3 9
Punjab ...	0 0 0	1,70,433 8 11	1,70,433 8 11	0 0 0
Total ...	9,92,975 0 8	7,05,220 2 4	1,70,433 8 11	3,68,190 0 3
MAIL CARR.				
Bengal ...	1,55,236 0 11	1,62,440 8 9	7,204 7 10	0 0 0
Madras ...	1,96,991 15 5	1,71,739 4 5	0 0 0	25,252 11 0
Bombay ...	4,35,246 13 11	4,40,645 3 4	5,399 5 5	0 0 0
North-Western Provinces ...	6,00,121 0 4	4,15,894 8 11	0 0 0	1,84,227 12 5
Punjab ...	0 0 0	3,36,947 14 11	3,36,947 14 11	0 0 0
Total ...	13,96,595 14 7	15,27,296 3 4	3,49,706 12 2	2,14,995 7 5
BOUNTY MONEY.				
Bengal ...	447 10 0	945 14 0	498 4 0	0 0 0
Pegu ...	139 14 0	30 5 0	0 0 0	109 9 0
Eastern Settlement ...	423 12 0	7,042 8 0	1,618 7 0	0 0 0
Madras ...	801 8 0	673 2 0	0 0 0	128 6 0
Bombay ...	292 15 0	384 11 0	92 12 0	0 0 0
Total ...	2,015 11 0	4,008 3 0	2,300 7 0	307 15 0

HEAD OF CHARGES.		1900-61.	1901-62.	Increase.	Decrease.
		Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
BANGHY CHARGES.					
Bengal	...	0 0 0	6,118 9 5	6,117 9 5	0 0 0
Pegu	...	0 0 0	110 0 0	110 0 0	0 0 0
Eastern Settlement	...	0 0 0	173 14 6	173 14 6	0 0 0
Madras	...	64,078 5 9	36,346 9 4	0 0 0	28,431 12 5
Bombay	...	0 0 0	12,746 4 9	12,746 4 9	0 0 0
North-Western Provinces	...	0 0 0	8,723 15 7	8,723 15 7	0 0 0
Punjab	...	0 0 0	2,375 9 1	2,375 9 1	0 0 0
Total	...	64,078 5 9	61,529 14 8	25,283 5 4	28,431 12 5
MISCELLANEOUS.					
Bengal	...	1,632 12 4	0 0 0	0 0 0	1,632 12 4
Pegu	...	100 0 3	0 0 0	0 0 0	100 0 3
Eastern Settlement	...	196 7 6	49 3 6	0 0 0	147 4 0
Madras	...	1,844 5 5	23,977 12 3	22,129 6 10	0 0 0
North-Western Provinces	...	21,721 14 8	0 0 0	0 0 0	21,721 14 8
Punjab	...	0 0 0	0 0 0	0 0 0	0 0 0
Bombay	...	172 0 0	0 0 0	0 0 0	172 0 0
Total	...	25,672 1 2	24,026 15 9	22,129 6 10	23,774 8 3
CONSTRUCTION AND REPAIRS OF BUILDINGS.					
Bengal	...	3,007 11 8	3,545 12 6	538 0 10	0 0 0
Pegu	...	0 0 0	8 0 0	8 0 0	0 0 0
Madras	...	3,103 1 6	1,441 15 4	0 0 0	1,661 2 2
Punjab	...	0 0 0	529 1 6	529 1 6	0 0 0
Bombay	...	1,105 4 7	3,176 3 0	2,240 13 5	0 0 0
North-Western Provinces	...	0 0 0	2,343 13 1	2,343 13 1	0 0 0
Total	...	7,306 1 9	11,344 12 5	5,669 12 10	1,661 2 2
CHARGES INCURRED IN CONVEYING MAILS.					
Bengal	...	0 0 0	10,166 10 8	10,166 10 8	0 0 0
Madras	...	0 0 0	11,700 0 0	11,700 0 0	0 0 0
Total	...	0 0 0	30,866 10 8	30,866 10 8	0 0 0
PENSIONS.					
Bengal	...	9,532 4 0	11,580 14 3	2,048 10 3	0 0 0
Madras	...	6,432 0 8	3,734 5 0	0 0 0	3,707 11 8
Bombay	...	8,570 15 0	3,083 10 3	0 0 0	4,687 4 9
North-Western Provinces	...	4,650 0 0	515 2 11	0 0 0	4,134 13 1
Punjab	...	0 0 0	0 0 0	0 0 0	0 0 0
Total	...	29,185 3 8	18,904 0 5	2,048 10 3	12,429 13 6
TOTAL.					
Bengal	...	10,25,462 1 7	10,21,680 4 8	27,866 15 2	31,008 12 1
Pegu	...	61,509 8 10	62,011 11 4	1,532 0 9	100 9 3
Eastern Settlement	...	15,120 6 4	15,038 8 8	173 14 6	590 14 2
Madras	...	7,57,347 10 4	7,17,749 10 6	33,829 0 10	73,427 6 8
Bombay	...	12,37,144 3 2	10,14,010 1 0	15,067 2 2	2,28,201 14 4
North-Western Provinces	...	18,92,591 0 2	11,14,565 0 5	6,067 12 8	7,54,096 12 5
Punjab	...	0 0 0	7,34,338 8 4	7,34,338 8 4	0 0 0
Director General of the Post Office	...	42,510 13 0	38,183 12 8	0 0 0	4,326 14 4
Compiler of Post Office Accounts...	...	0 0 0	20,446 7 10	20,446 7 10	0 0 0
Grand Total	...	50,22,015 0 5	47,68,923 1 5	8,39,321 4 3	10,01,413 3 3

CAMP NUNN TAL: }
The — October 1861.

(Signed) G. PATON,
Director General of the Post Office of India.

A N N U A L . R E P O R T

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA,

FOR THE YEAR 1862-63.

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ANNUAL REPORT

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA,

FOR THE YEAR 1862-63.

No. 1673.

FROM

A. M. MONTEATH, ESQUIRE,
*In charge of the Office of Director General of the
Post Office of India,*

TO

E. C. BAYLEY, ESQUIRE,
Secretary to the Government of India,
HOME DEPARTMENT.

Dated Calcutta, the 10th October 1863.

SIR,

I HAVE the honor to submit a Report on the administration of the Post Office of India for the Official year 1862-63.

2. The non-receipt, till the 12th ultimo, of the required Statistical Returns from British Burmah has caused a delay in the completion of this Report, which is much to be regretted.

SECTION I.

POST OFFICES AND LETTER BOXES.

3. The marginal Statement exhibits the progress made in establishing new Post Offices and Letter Boxes, as compared with

	Opened in 1861-62.	Opened in 1862-63.
Post Offices ...	53	69
Letter Boxes ...	36	80
Total ...	89	149

the progress made in the preceding year. The details for each Presidency will be found in Appendix I. By far the largest share of progress in this respect belongs to the Bombay Presidency, where the Postal wants in the interior of Districts are very inadequately provided for by the District Post, and where,

therefore, there exists a more urgent necessity for the extension of the General Post.

4. The establishment of new Post Offices has been very much facilitated by a distinct declaration of the condition under which the Govern-

Declaration of the condition under which the Government is prepared to sanction the permanent establishment of new Post Offices.

ment is prepared to recognize the expediency of the measure. This condition is that half the postage on Service and chargeable correspondence despatched and received shall, at least, equal the cost of the new Offices. The rule is

a fair one in itself, as the other half of the postage is required to cover expenses attending the newly created correspondence in the Offices from which it comes, or to which it goes, as well as the expense of its transit from one to the other. The great advantage, however, consists in having a definitely recognized condition by which to test the claim of an experimental Office to permanent establishment.

SECTION II.

POSTAL LINES.

Distance over which the Mails are conveyed.

Year.	Railway.	Mail-Cart and Horse-Dak.	Runners and River transit.	Sea transit.	Total.
1861-62 ...	1,704	5,370	37,603	3,090	47,861
1862-63 ...	2,382	5,247	37,155	5,137	49,921
Increase ...	684	...	...	2,047	2,000
Decrease ...	...	123	448	...	...

5. The extent in miles of each class of Postal lines at the close of the year under review, as compared with the Returns of the previous year, is given in detail for each Circle in Appendix II. The results for the whole of India are noted on the margin. A few remarks on each class of lines will be made in the following paragraphs :

Railway Postal lines.

6. Postal communication by *Railway* has been extended as follows ;—

			MILES.	
BENGAL	...	{ Eastern Bengal Railway ...	109	from Calcutta to Koostea.
		{ East Indian Railway ...	243	from Jamalpore to Mogulserai.
NORTH-WESTERN PROVINCES..		East Indian Railway ...	48	from Agra to Allyghur.
PUNJAB	...	...	32	from Lahore to Umritsur.
MADRAS	...	...	42	{ Portion completed of line from Madras to Bey pore.
		{ Great Indian Peninsula		
		Railway ...	57	from Chalisgaum to Julgaum.
BOMBAY	...	{ Baroda and Central India		
		Railway... ..	53	Extension to Ahmedabad.
		Total ...	584	

The want of night Trains on some of the lines of Railway greatly lessens the advantage resulting from them to the Post Office ; and this drawback must continue till the institution of night Trains is rendered expedient by the increase of the general traffic on the lines in question.

7. The Government of India has now under its consideration the question of the haulage rate to be paid by the Post Office to the Railway Companies for the conveyance

of sorting carriages. When this question is settled, the Post Office will be in a position to judge on what lines the advantage of sorting during transit will be commensurate with the expense which it will entail.

8. In Bengal the Mail Cart Establishment, between Raneesgunge and Benares, was reduced on the completion of the Railway line up to Benares. Mail Cart and Horse Dak. A portion of it (above Burhee) has been abolished altogether since the close of the year under review.

9. In the North-Western Provinces the Mail Cart line between Allyghur and Agra was abolished on the opening of the line of Railway; but a more than equivalent addition to this class of line took place by the adoption of an arrangement under which a Contractor conveys the Mails by Horses and Vans on the lines from Allyphur to Mynpoorie, and from Shekoabad to Futtehghur, for a subsidy equal to the cost of the former Runner lines.

10. In the Punjab the Mail Cart line has been shortened by 32 miles, being the distance between Lahore and Umritsur on which the Railway was opened.

11. In Madras no material alterations of Mail Cart lines have taken place; but a proposition made in the year under report for establishing a Contract Mail Cart line between Poothanoor and Ootacamund has since been sanctioned.

12. In Bombay a reduction of Horses line has taken place owing to the extension of the Baroda Railway from Dolia to Ahmedabad, and to the shortening of the route from Bombay to Sind, which now runs from Ahmedabad to Hyderabad, instead of crossing the Gulf of Cambay and proceeding through Kattyawar and Cutch.

13. During the year under report steps were taken, in connection with the extension of the Railway through Central India, to secure for Postal purposes a shorter connecting line between it and Indore. For this purpose, on the opening of the Railway to Julgaum an experimental Horse line from that Station to Boorhanpore, and thence to Indore by the Simrole Ghât, was opened, but the road was fit only for fair weather traffic. It may here be mentioned that since the close of the year under report, on the opening of the Railway to Nargaum (a station on the Nagpore branch), the experimental line was transferred to the road from that station *via* Boorhanpore and the Simrole Ghât to Indore. The results of the experiment have been satisfactory; and, as the road will very shortly be made fit for Mail Cart traffic, steps have been taken for breaking up the Nagpore trunk line and adopting the new line for the conveyance of the Bengal Ordinary and Overland Mails, as well as of those for the North-Western Provinces and for the Punjab.

14. The total length of Runner and Boat lines has been reduced by 448 miles, notwithstanding a net increase in the Bombay Circle of 731 miles caused by the extension of the operations of the Department into many localities not previously embraced in the Postal system, or not conveniently served by it. The reductions in other Circles, owing chiefly to the extension of Railway communication, more than balance the increase in the Bombay Circle.

15. In the distance over which Mails are conveyed by sea a considerable increase has taken place, owing to the creation of a monthly line (subsidized by the Post Office) from Moulmein *via* Penang and Malacca to Singapore; and of a line (not to be subsidized by the Post Office till after the first year) between Kurrachee and the Persian Gulf. The effect of these increases has been reduced by the abolition of the line between Madras and Rangoon.

16. In Appendix III. will be found a Statement of the average speed attained during the year on certain principal lines of communication.

SECTION III.

CORRESPONDENCE.

17. The Statement on the margin shews, in a comparative form, the correspondence

Letters, &c. received at the different Post Offices.

YEAR.	Letters.	Newspapers.	Parcels.	Books.	Total.
1861-62 ...	42,347,170	4,229,277	561,559	321,008	47,459,104
1862-63 ...	44,246,073	4,558,581	559,278	341,454	49,705,384
Increase ...	1,898,903	329,304	...	20,350	2,248,557
Decrease ...	...	...	5,283	...	...
Percentage of { Increase ...	4.48	7.78	...	6.33	4.72
Decrease ...	...	...	0.04	...	...

of the year under report and the year immediately preceding. The only head shewing a decrease is that of Parcels, which is explained by the extension of the Railway and the cessation of the Post Office from carrying private parcels between

stations on Railway lines. All the other heads show a very satisfactory increase. Further details for each Circle will be found in Appendix I.

18. The Returns for *letters* may be further analysed as follows:—

Letters received at the different Post Offices.

YEAR.	Paid.	Unpaid.	Service.	Registered.	Total.
1861-62 ..	18,434,934	14,328,376	8,989,469	504,391	42,347,170
1862-63 ..	19,270,039	15,378,296	8,950,575	647,163	44,246,073
Increase ..	835,105	1,049,920	.. ..	52,772	1,898,903
Decrease ..	.. ..	.. ..	38,894	.. ..	.. ..
Percentage of { Increase ..	4.53	7.32	.. ..	8.87	4.48
Decrease ..	.. ..	.. ..	0.43	.. ..	.. ..

19. It is satisfactory to find a uniform increase in all classes of unofficial correspondence. It will, doubtless, be observed that the rate of increase in respect of unpaid letters is greater than in respect of paid letters. This is attributable mainly to the fact that the extension of the General Post into localities formerly served exclusively by the District Post (in which only paid letters are allowed to be posted by the Public) affords to the mass of the people the option, which they did not formerly enjoy, of sending bearing letters. This is particularly the case in the Bombay Circle where, as stated in a previous paragraph, the insufficiency of the District Post has led to a much more rapid extension of the General Post into the interior of Districts. The fact that in Bombay the sale of $\frac{1}{2}$ Anna labels has, during the year under report, increased by 12 per cent., while that of other classes of labels has increased by only 7 per cent., clearly indicates that Native domestic correspondence is increasing in that Circle much more rapidly than other classes of correspondence.

* 20. It may be remarked that the small net decrease shewn in Official letters received for delivery in the various Post Offices throughout India, is, in point of fact, composed of increases in all the Circles except that of Madras, in which a very considerable decrease (15 per cent.) occurs. The Post Master General of the Madras Circle has reported that no "reasons can be found" for the somewhat singular decrease. I call it singular, not so much because in all other Circles an increase is observable, but because in the Returns of the Madras Circle there is a considerable increase in the number of Official covers "posted," and a corresponding increase in the amount of Official postage charged. The anomalous fact that, notwithstanding the increase in the numbers of covers posted and Official postage charged, there is a decrease in the number of Official covers received for delivery: and that this result is observable in the Returns for the preceding year, as well as for the year under report, tends to convince me that there must be an error in the preparation of the Madras Returns.

Disposal of correspondence. 21. The disposal of the correspondence received may be represented as follows:—

* See Appendix IV.	* Directly delivered	...	85 per cent.	37,220,701
	Retained for re-issue	...	15 "	7,025,372
	Total	...	"	<u>44,246,073</u>

Details of Re-issue (15 per cent.)—

Sent to District Post	...	9	"	4,064,191
Sent to Dead Letter Office	...	2	"	1,067,824
Remainder disposed of by re-direction to other Post Offices, or in deposit at close of the year	...	4	"	1,893,357

22. A Statement of the number of articles of each class mis-sent in each Circle will be found in Appendix V. The results for the whole of India compared with those of the preceding year are as follows:—

Number of Letters, Papers and Parcels mis-sent.

YEAR.	Number.	Percentage on total number despatched.
1861-62	99,827	·19
1862-63	48,189	·08

The result is obviously satisfactory.

23. In Appendix VI. will be found a Statement of the number of unclaimed and refused letters of each class received at, and disposed of by, the Dead Letter Offices at Calcutta, Madras, Bombay, Agra and Lahore. The following comparison may be made between the results of the years 1861-62 and 1862-63 :—

	Number.		Proportion of each class to the whole.	
	1861-62.	1862-63.	1861-62.	1862-63.
Letters returned to senders ...	414,768	408,904	41·67	38·30
Ditto undisposable ...	580,615	658,920	58·33	61·70
Total ...	995,383	1,067,824	100·	100·

24. The number of letters sent to the Dead Letter Office bears a proportion to the total number of those received by the Post Office for delivery of two per cent., being the same proportion as that for the previous year.

25. The causes of non-delivery remain the same as before. A very large number are refused by the addressees on account of the bearing postage, and in a large proportion the residence of the addressees is either illegible or omitted altogether.

26. Before closing the Section relating to correspondence, reference may be made to Appendix VII., in which a Statement of the number of each class of Stamps sold during the year in each Circle is given. The

	8-Pie Stamps.	†-Anna.	1-Anna.	2-Annas.	4-Annas.	8-Annas.	All Classes.
Increase per cent. in the sales of 1862-63 as compared with those of 1861-62...	3·76	5·99	7·85	10·24	·30	18·14	6·32

Table on the margin gives the percentage rate at which the in-

crease in each class over the sales of the previous year has taken place.

27. It may be noted that, for statistical purposes, the sale of $\frac{1}{4}$ -Anna Stamps may be taken to represent domestic correspondence, European and Native, but chiefly the latter. In this view it may be observed that if the total number of Stamps sold in each Circle be represented by 100, the percentage of domestic correspondence in the several Circles will stand as follows :—

	Madras.	Bombay.	Punjab.	North-Western Provinces.	Bengal.	British Burmah.
Percentage of domestic correspondence on the whole correspondence of each Circle ...	76	82	74	71	51	36

The rate at which domestic correspondence has increased in each Circle during the year is as follows :—

	British Burmah.	Punjab.	Bombay.	Bengal.	North-Western Provinces.	Madras.
Percentage of increase of domestic correspondence in each Circle ...	48.97	12.76	12.44	5.51	1.25	nil.

SECTION IV.

DISTRICT POST.

28. The District Post is an important, though not very efficient, auxiliary to the General Post. It was originally established for the purpose of conveying the official correspondence in the interior of the Districts, but was subsequently made available for private correspondence, a fee of $\frac{1}{4}$ of an anna being permitted to be levied on every private letter delivered. The organization of the District Post differs considerably in the different Presidencies.

29. In Lower Bengal the basis of the Institution rested, until recently, on the provisions of Regulation XX. of 1817, under which Landholders were required to maintain an agency for the transmission of correspondence between the Magistrate of the District and his Police Officers in the interior,—a responsibility which in many instances they were glad to discharge by a money-payment to the Magistrate, who undertook the organization of the requisite agency; but an effort has recently been made to improve the above system by the passing of Act VIII. of 1862, under which the organization of the Postal communication and the control of the Establishments are vested in the Magistrates, who have powers to raise the necessary funds.

30. In the North-Western Provinces and the Punjab, the arrangement of the District Post is generally vested in the Magistrates; the funds being obtained either from contributions made in discharge of the responsibility imposed by Regulation XX. of 1817, or from the "Zemindaree Dāk Cess," which forms a part of all the recent settlements.

31. In Bombay the management of the District Post is vested in the District Officers, the work being performed partly by the Officers of the general administrative

Establishments and partly by Establishments specially entertained by the Government for the purpose. No local funds or cesses exist for its support.

32. In Madras the Institution stands on the same footing as in Bombay, with this peculiarity that the cost of a considerable portion of the special Establishment is debited to the General Post, although the latter has no control over it.

33. The introduction of the new Police system, and the revision of the Judicial and Revenue Establishments in many parts of India, have of late forced attention to the expediency of placing the District Post on a more satisfactory footing; and during the year under review a detailed proposal has been made to the Government for re-organizing the District Post in the North-Western Provinces under the control of the Post Office Department. A proposal has also been made for amalgamating the District and General Posts in the Bombay Presidency. The Madras Government has, it is understood, proposed the re-organization of the District Post in that Presidency; but without attempting to amalgamate it with the General Post, or to place it under the control of the Officers of that Department.

34. In Appendix VIII. will be found a Statement shewing the correspondence sent to, and received from, the District Post by the General Post in each Circle. The following is the result for the whole of India :—

Correspondence sent to, and received from, the District Post.

	Total number of Letters, Pa- pers, &c.	Percentage.
Sent to the District Post for de- livery }	4,282,545	{ Being 8·67 per cent. on the total covers received by the General Post for delivery.
Portion of the above received back undelivered }	464,459	{ Being 10·84 per cent. on the number sent to the District Post.
Received for delivery from the District Post }	2,180,573	{ Being 4·41 per cent. on the total covers received by the General Post for delivery.

35. From the above it appears that the correspondence undelivered by the District Post is 10·84 per cent. of the whole amount sent to it for delivery; while, as before mentioned, the correspondence sent to the Dead Letter Office by the General Post is only 2 per cent. of the whole amount received by it for delivery. This sufficiently indicates the relative efficiency of the two systems.

SECTION V.

MISCELLANEOUS.

36. In Appendix IX. will be found a Statement of Complaints made by the public and recorded by the several Post Masters General. The following comparison of results may here be introduced :—

				COMPLAINTS MADE IN	
				1861-62.	1862-63.
Well-founded	...	...	...	407	401
Groundless	...	...	...	253	434
Unsuccessful enquiry	...	...	...	624	530
Under enquiry	...	...	...	50	60
Total				1,334	1,443

37. It is equally to the advantage of the public and the Post Office that causes of complaint should be made the subject of representation and enquiry. It will be observed that in nearly two-thirds of the cases actually brought to notice, the enquiry has resulted either in shewing that the complaints were groundless, or in an ascertainment of the irregularities which gave rise to them. Groundless complaints arise, to a large extent, out of the fraud or carelessness of the servants of the senders or addressees, of which numerous instances have occurred during the year under report.

38. A Statement of the number of offences committed by Post Office Officials during the year under report will be found in Appendix X.

39. A large proportion of these are petty cases of misconduct, but not a few are cases of embezzlement of money and theft of the contents of valuable parcels. I believe that no Post Office is more exposed to the temptation of tampering with packets in transit than the Indian Post Office. The large amount of gold which, in some conditions of the market, is conveyed by Banghy Post, and the opportunity, which it is impossible altogether to prevent, of a recognition by the Postal subordinates of the valuable packets, from their weight and other indications, constitute a great temptation to dishonesty.

40. During the year under report the portion of line between Mirzapore and Nagpore rendered itself singular by the occurrence of some important robberies by Post Office Officials. In all cases investigations, Judicial and Departmental, were instituted, and it is hoped that the results of these investigations, and the punishments

and removals which followed, will arrest the evil. So long as the transmission of

* The existing Rule (22) merely prohibits the reception by Post Masters "knowingly" of coin, bullion, &c., for transmission.

valuable parcels is not absolutely prohibited,* the endeavours of the Department must be directed, (1) to the introduction of measures for diminishing the opportunity of recognition of valuable parcels by the subordinates on the line of transit; and (2) to a rigorous enforcement of every detailed Departmental check.

41. The separation of parcels sent by private individuals from Service parcels, owing to the former only being liable to a charge for Railway transit, has perhaps facilitated, in some measure, the detection during transit of valuable private parcels. Measures are in contemplation for remedying this.

42. The rigid enforcement of Departmental Rules respecting the examination and weighing of each packet at each Office, the immediate report of all suspicious circumstances, and the prompt institution and vigorous prosecution of Departmental investigations afford a very powerful check on all attempts at fraud; and the experience of the year under report has drawn prominent attention to the importance of these points.

43. The fact that parcels of gold intended for transmission by Banghy Post are ensured by Native houses in Calcutta at from 8 annas to one Rupee per cent., shows that the endeavours of the Department to ensure the safe transit of the Mails have not, on the whole, been unsuccessful.

Highway Robberies.

44. The number of highway robberies in the year under report, as

Number of highway robberies.

Presidency.	1861-62.	1862-63.	Increase or Decrease.
Bengal	10	9	1 decrease.
Madras	11	10	1 "
Bombay	19	21	2 increase.
N. W. Provinces	13	35	22 "
Punjab ... ..	...	1	1 "
British Burmah ... ..	...	...	...
Total	53	76	23 increase.

compared with those of the preceding year, are given on the margin. The increase is confined almost entirely to the North-Western Provinces, and it may not be out of place to quote the remarks made by the Post Master General of that Circle on the subject. These remarks are as follows:—

Thirty-two cases of highway robbery and three cases of attempt at highway robbery were reported during this year; of these fourteen were committed in British Territory in the Districts noted on the margin, and the remaining eighteen cases, together with the three cases of attempt, occurred within the limits of Foreign Territories.

"In seven out of fourteen cases committed in British Territory the perpetrators of the crime were apprehended and punished by the Magisterial Authorities, and in the remaining seven cases the enquiry is in progress, but as yet no trace of the robbers has been found.

"Out of the twenty-one cases committed in Foreign Territories three were, as already stated, mere attempts at robbery, and were not attended with any loss of life or property.

"In three cases the value of the plundered property was recovered from the Native States by the Political Agents, and paid to the owners as compensation for the loss suffered by them ; but in the remaining fifteen cases no trace of the robbers, or the property carried off, has been found.

"Almost all the cases of highway robbery in Foreign Territories, reported this year, were committed within the limits of the Rajpootana or Nusseerabad and Jeypore Divisions. The frequent occurrence of these robberies is partly attributable to the inefficient arrangements of the Police within the jurisdiction of the Native States, and partly to the well known fact that the Post Office is, notwithstanding many losses by robbery, largely made use of by Bankers and others for the transport of valuable articles."

45. Excluding the robberies belonging to the North-Western Provinces, more than half of the remainder belong to the Bombay Presidency, and the following remarks of the Post Master General of that Circle may not inappropriately be added :—

"During the year under report, the Mails have been attacked by highway robbers in twenty-one instances, as tabulated below. The majority of these occurred in Native States :—

		In British Territory.	In Native States.	Result.
Mails attacked ...	{	2 in Deccan ...	1 in Berar ...	In 5 cases Mails escaped.
		1 in Guzerat ...	8 in Malwa ...	In 4 cases partly recovered.
		2 in Khandeish ...	6 in Kattyawar ...	In 4 cases wholly recovered.
		1 in South Maharatta Country ...	... ..	In 8 cases not recovered, nor the robbers traced.
		6	15	21 Total.

"In five cases the Mails escaped being plundered ; but in the sixteen instances in which they were carried off, four were wholly and four partly recovered. Three robberies only were brought home to the offenders. In eight instances the Mails were altogether lost, and no trace could be found of them or of the robbers.

"The absence of Police arrangements in Native States leads not only to the temptation to rob by professed robbers and idlers, who live by vagabondism of some kind, but involves the Postal Establishment in an unavoidable counter-charge, either of being accessory to, or the perpetrators of, the robberies."

46. In Appendix XI. will be found a Statement of the Departmental Establishment. Establishment entertained in the Department. The figures

	Number.	
	1861-62.	1862-63.
Inspecting Post Masters ...	45	46
Post Masters and Deputy Post Masters ...	887	857
Clerks ...	1,261	1,258
Postmen and other Servants	2,390	2,427
Road Establishment ...	17,397	19,371

given on the margin shew the alteration in the numbers composing some important classes of Establishment during the year under report.

47. On the subject of Establishment it has to be remarked that in several parts of the Bombay Presidency it has been found necessary to increase the pay of Postmen and Runners from the former standards of Rupees 5 and 4 to Rupees 6 and 5. The rise in the price of provisions and the increased demand for labor are the principal causes of this increase.

48. Two measures, the introduction of which was referred to in the Report of the preceding year, seem to call for some remarks in this Report.

The first of these is the "Sorting System,"* the good results of which have been very apparent. The number of packets made up, the bulk of the Mails, and clerical labor, have all been diminished. The relief was much required; for the general increase in the work of the Post Office, even now, presses heavily on the Establishment.

49. The second measure referred to in the Report of the previous year,* regarding which I wish to make some remarks, is the centralization of the Account and Audit Branches of the Department in one Office in Calcutta. Formerly the Postal accounts of each Circle were locally prepared and submitted to the local Offices of Account established in each Presidency or Province for the compilation of the accounts of all Civil Departments; and in like manner the audit of Post Office expenditure was carried out by the local Offices established for the audit of all Civil expenditure. For the last two years the work has been done in a single Office of Account and Audit established in Calcutta in connection with the Postal Department, at the head of which is an Officer, who, from long experience in the Post Office Department, is well conversant with the details of its administration.

50. Whatever may be the objection on general grounds, to what is called over-centralization and departmental audit, evidence is not wanting, that, as regards the Post Office, the change of system has been productive of advantage.

Unadjusted Charges.			Rupees.
Close	of 1860-61	...	9,18,417
"	of 1861-62	...	4,47,060
"	of 1862-63	...	1,81,247

51. During the two years of the operation of the new system the unadjusted charges have been reduced as per margin.

52. During the same period a considerable amount of expenditure, formerly passed irregularly under the Head of Contingencies, has been checked, and steps taken for bringing it under the head of Fixed Charges.

53. As might have been expected, it has been found that the Contingencies and other Miscellaneous charges have been more efficiently checked by an Officer acquainted with the nature of Post Office expenditure. The value of a close examination of the accounts of each Office by a Departmental Officer has also been demonstrated by the observation of peculiarities in the details of the accounts of particular Offices, as well as of any unexplained tendency of the receipts to fall off, the enquiries respecting which have, in some instances, led to the detection of fraud.

SECTION VI.

NON-POSTAL BRANCHES OF THE DEPARTMENT:

54. In regard to what may be termed the Non-Postal Branches* of the Department, my remarks will be very brief. They are confined, with the exception of the Passenger Service, to the Circles under the jurisdiction of the Post Masters General of Bengal, North-Western Provinces and the Punjab. They have no necessary connection with the Postal Department, though it has been found convenient to administer them through its agency.

* Dāk Bearers' Department.
Staging Bungalow Department.
Bullock Train Department.
Passenger Service by Mail Cart
and Parcel Van.

55. There can be little doubt that the purely Postal administration is not benefited by its connection with the business of laying Dāks for travellers, of supervising Staging Bungalows, and of managing a carrying trade.

56. The laying of the Bearer Dāks is a duty peculiarly irksome to the Department, owing to the absence of an agency adapted for its satisfactory performance, and to the large money transactions which it involves. I understand that during the year under report measures were set on foot by the Bengal Government with the view of ascertaining whether it would not be possible to relieve the Post Office of this duty; and I hope it may be found that the measure is possible.

57. The Staging Bungalow Department involves, besides the general duties of supervision, a considerable amount of miscellaneous work; such as the supply and renewal of furniture, the execution of small repairs to the buildings, the sale of bungalows which have ceased to be useful, and the consideration of the claims of new or improved lines of traffic, to have the system extended to them.

	1861-62.	1862-63.
B. W. Pro- vinces ... }	64	49
Punjab ..	119	103
	63	55
Total ...	246	217

During the year under report a considerable number of bungalows, which had ceased to be required by the public owing to the extension of Railway communication or other causes, were abolished, and a few new bungalows opened. The number of bungalows at the close of the year under report, as compared with the number in existence at the close of the previous year, is given on the margin.

58. It has been laid down, as a rule, that wherever a private Hotel, able to supply the requisite accommodation to travellers, exists, the Dāk Bungalow should be closed. It not unfrequently happens that the Dāk Bungalows in such places are the most remunerative to the Department, and in some instances objections have been urged on that score to their abolition; but the principle of such objections is unsound. The Government undertakes the establishment of Dāk Bungalows to supply a most necessary want only where it is not supplied by private persons, and the maintenance of such bungalows, in competition with private Hotels, is at once foreign to the object in view, and unjust to the private enterprise by which such Hotels are established.

59. The operations of the Bullock Train Department have been contracted considerably by the extension of the lower line of Railway to Benares, and of the upper line to Allyghur, during the year under report. There is little to notice in respect of its working. Shortly after the close of the year measures were taken with the view of transferring the business to private agency. The Government Bullock Train has been in time past an Institution required for Government wants, and much valued and used by the public generally; but the time seemed to have come when private persons could be found able and willing to undertake the business, and with this object the steps already adverted to were taken.

60. The Passenger Service by Mail Cart and Parcel Van has been included among the Non-Postal duties of the Department, though there is more difficulty in distinguishing its results from those of a purely Postal kind. The difficulty, however, such as it is, has reference solely to the separate exhibition of the Receipts and Disbursements which will form the subject of separate notice in a subsequent Section of this Report.

61. The Passenger Service will probably decrease by degrees, for private persons or Companies are now more ready, than in former times, to undertake the Mail Cart Service, contracting usually to convey the Mails at a rate of remuneration equivalent to the net expenditure now incurred by the Government. Such arrangements, when the persons tendering for them give reasonable grounds for the expectation of a satisfactory performance of the work, are always acceptable to the Postal Department, inasmuch as they tend to relieve it of duties and cash transactions, which must always, in some degree, interfere with the discharge of purely Postal business.

SECTION VII.

FINANCIAL RESULTS.

62. The financial results of the year under review are very satisfactory. In Appendix XII. will be found a Statement of the Receipts and Disbursements, and in Appendix XIII. a Comparative Abstract is given for the two last years. It will be observed that I have separated the purely Postal accounts from those of the separate or extra Postal services performed by the Post Office Agency. Nothing interferes more with a proper comparative review of Postal progress than the intermixture therewith

of accounts relating to Non-Postal services which are performed by the Department, so to speak, from necessity, and which it is rather an object to contract than to extend.

Purely Postal Department.

	1881-82.	1882-83.	
	Rupess.	Rupess.	
Receipts, including Official postage	55,73,879	61,13,998	Increase of 9.5 per cent.
	24,04,845	20,29,883	" 7.5 "
Disbursements	37,90,733	37,37,335	Decrease of 1.5 "
Net Revenue of the Department if } Official postage be included ... }	18,73,894	24,76,131	Increase of 32.1 "
Net deficit if Official postage be excluded.	9,94,809	7,16,883	Decrease of 27.9 "

63. The figures given on the margin are taken from the Comparative Abstract already alluded to, and relate only to the purely Postal transactions of the Department.

64. The inclusion or exclusion of Official postage in the receipts depends upon the object for which the results are deduced. The Post Office conveys the Official correspondence of India, and is bound by Law (Section 46, Act XVII. of 1854) to charge postage thereon, though as a matter of convenience the actual payment of postage has been dispensed with. It must not be lost sight of, however, that the Indian Post Office does more than merely convey Official correspondence. It actually pays the English Post Office for conveying Indian Official correspondence between the

* Calcutta, Madras, Singapore, Indian Ports* served by Her Majesty's contract Steamers, Bombay and Aden.

and even for conveying correspondence from Calcutta or Madras to English Colonies, such as Hong Kong or Ceylon. It is necessary to draw attention to this fact, as the share of Postage charges due to the English Post Office on account of Official as well as private correspondence has been deducted from the total Postage collections before exhibition in the Account which has been given.

65. If it is desired to know how far the Indian Post Office is remunerative, in the same sense as the English Post Office is said to be remunerative, Official postage must, of course, be included. If, on the other hand, it is desired merely to shew how far Private correspondence pays for its own conveyance and for that of Official correspondence, then the Official postage may be omitted.

66. These points of view are quite distinct, and I proceed to make some remarks from each of them.

67. If Official postage be included there is a surplus revenue of Rupees 24,76,131, being an increase of no less than 32 per cent. on the corresponding surplus of the previous year. The gross revenue has increased during the year under report by 9.5 per cent., and is now 66 per cent. greater than the gross expenditure. *

68. The following comparison may be made between the Indian and English Post Offices, the results for the latter being taken from the Report for the year 1862 :—

	Postal Ex- penditure.	Postal Reve- nue.	Proportion borne by Ex- penditure to Revenue.	
			Expendi- ture.	Revenue.
	Rupees.	Rupees.		
English Post Office	2,54,03,680	3,49,66,850*	100	137
Indian Post Office	87,37,535	62,13,666	100	166

69. From this it appears that the proportion borne to Expenditure by the Indian Postal Revenue is very much larger than that borne by the English Postal Revenue. The Postal Revenue of India, moreover, shews much greater elasticity than that of England. The former (Indian) was increased by nearly 10 per cent. during the last year without any increase of Expenditure, whereas the latter (English) increased only by 3 per cent. with an increase in Expenditure of $1\frac{1}{2}$ per cent.

70. I shall now make a few remarks from the other point of view, *i. e.* excluding Official postage, with the view of examining how far Private correspondence pays for its own conveyance and for that of Official correspondence.

71. In this view there is a net deficit of 7,16,852 Rupees, being 19 per cent. on the total expenditure. In other words, for every 100 Rupees which the Government expends on the conveyance of correspondence, Official and Private, it recovers 81 Rupees from the postage levied on the latter class. The so-called annual deficit, moreover, is gradually diminishing, having fallen for the year under report by no less than 27.9 per cent.

72. Results such as those above given will, I trust, convince the Government that there is nothing in the Financial results of the administration of the Indian Post Office to indicate any want of appreciation of its benefits by the public. A more elastic Revenue could hardly be desired ; and I feel sure that this fact will be allowed its proper weight when proposals for extending the operations of the Department or increasing the strength of its Establishment come to be considered.

* This is the gross Postal Revenue of the English Post Office as given at page 25 of the Report for 1862. I have not, of course, added the Non-Postal item of "Commissions on Money-orders," as I have excluded all Non-Postal receipts from the Indian figures.

Departments.	Receipts for 1903-03.			Disbursements for 1903-03.			Excess of Receipts.		
	Rs.	As.	P.	Rs.	As.	P.	Rs.	As.	P.
Gullock Train ...	11,64,787	3	7	8,72,744	15	1	2,92,043	4	6
Staging Bungalow ...	53,174	10	1	44,547	14	6	8,626	11	7
D&S Bearers ...	1,16,525	12	5	1,16,061	11	10	464	0	7
Mail Cart and Parcel Van Passenger Service ...	1,36,148	10	2	1,36,143	10	2	Nil		
Total ...	15,02,630	4	3	11,69,507	3	7	3,33,123	0	8
Total for previous year 1901-02 ...	14,97,078	5	10	10,66,031	4	11	3,99,047	0	11

73. Only a few remarks are necessary in regard to the financial results of the non-postal services performed by the Post Office agency. The figures given in the margin are taken from Appendix XI. There has been a clear profit of Rupees 3,33,123-0-8 from the management of these Departments.

74. It may be mentioned that the accounts of the Staging Bungalow and Dawk Bearers' Departments have never been treated as of an Imperial nature. Separate Funds exist, to which the receipts are credited and the expenditure debited.

75. The Passenger Service by Mail Cart and Parcel Van has never before been separated from the purely Postal Service, and in point of fact the expenditure on account of the Mail and Passenger Services is not distinguishable. I have, therefore, simply debited the Passenger Service with the amount covered by its receipts, leaving the remainder of the expenditure to be shewn against the Postal Service. This mode of separating the accounts recommended itself not only as the simplest, but as being, on the whole, a tolerably correct mode. It has already been mentioned that the Government Mail Cart Service on lines where passenger traffic is considerable, is not unfrequently contracted for by private persons; the payment stipulated to be made to the Contractors being generally calculated on the net amount of expenditure incurred by Government, i. e., the amount which, under the above system of separation, has been debited to the purely Postal branch.

SECTION VIII.

GENERAL REVIEW OF THE PROGRESS OF THE INDIAN POST OFFICE SINCE 1854-55.

76. Before closing this Report, it may not be out of place to take a very brief review of the progress of the Indian Post Office since the introduction of the present system, of which one of the main features was the adoption of a minimum postage rate of $\frac{1}{4}$ auna ($\frac{1}{4}$ ths of a penny) for letters weighing $\frac{1}{4}$ tolah* and under.

* $\frac{1}{4}$ tolah = 1-10th oz.

77. Since the year 1854-55 the number of Post Offices and Receiving Houses has increased from 700 to 1,018, the increase being 318, or more than 45 per cent.

Correspondence.

* Letters and Newspapers.			
		Number.	Per cent.
1854-55†	...	28,797,800	... 100.
1855-56†	...	32,301,980	... 112.
1856-57†	...	37,860,420	... 129.
1857-58†	...	42,807,980	... 148.
1858-59†	...	50,978,085	... 177.
1859-60†	...	47,788,103	... 165.
1860-61	...	46,977,410	... 168.
1861-62	...	46,576,474	... 161.
1862-63	...	46,804,654	... 169.

† Estimated with reference to one month's result.

in 1858-59 was due to the influx of European Troops*; and the subsequent tendency of the correspondence to diminish, till within the last year, is due to the gradual withdrawal of a large portion of the European Army. This explanation of the result is so obvious, that it scarcely requires demonstration; but if any demonstration be required, it will be found in the fact that the Revenue of the Department exhibits no such variation. Soldiers' letters sent to or received from England are conveyed without remuneration† by the Indian Post Office, so that while the Correspondence Returns were largely affected by the immense influx of European Troops, the Revenue remained unaffected.

79. In Appendix XV. will be found a Statement of the purely Postal Receipts and Disbursements for 1853-54 and the subsequent years. The change of system took place during the year 1854-55, so that 1853-54 was the last complete year of the old system, and 1855-56 was the first complete year of the new system. The figures given below are intended to shew the Revenue (excluding Official postage) of the first 8 complete years of the new system, as compared with that of the last complete year of the old system; the Revenue of 1853-54 being represented by 100, and that of each of the other years proportionately.

YEARS.			Purely Postal Revenue, not including Official postage; the Revenue of 1853-54 being represented by 100, and taken as the basis of comparison.	REMARKS.
Last complete year of old system.	1853-54	...	100	Decrease owing to disturbances.
First complete year of new system.	1855-56	...	77	
2nd "	1856-57	...	90	
3rd "	1857-58	...	85	
4th "	1858-59	...	117	
5th "	1859-60	...	126	
6th "	1860-61	...	133	
7th "	1861-62	...	136	
8th "	1862-63	...	147	

* The great amount of re-direction which took place in respect of letters received in India for delivery to Soldiers, owing to the constant movement of the Troops, tended, of course, to increase the effect on the Correspondence Returns.

† No credit is given to the Indian Post Office on account of Soldiers' letters sent from England and delivered in India, and the whole of the Postage realized in India on Soldiers' letters sent to England is placed to the credit of the English Post Office.

It will be observed that in the fourth year of the new system the Revenue had more than recovered the loss sustained by the reduction of Postage rates, and that, ever since, it has gone on increasing at a very rapid rate.

80. The following figures for the English Post Office, deduced from those given in Appendix F. of the English Report for 1862, afford ground for a comparison in every way favorable to the Indian Post Office:—

Y E A R S .				Revenue of the English Post Office; the Revenue of 1838 being represented by 100.
	Last complete year of old system	1838	...	100
1st year ...	First complete year of new system	1840	...	58
2nd to 6th year ...	Average of five years	1841-45	...	70
7th to 11th year ...		1846-50	...	91
12th to 16th year ...		1851-55	...	109
17th to 21st year ...		1856-60	...	133
22nd year	.....	1861	...	150
23rd year	... ..	1862	...	155

The above figures, compared with those given before for the Indian Post Office, speak for themselves. It will be observed that the English Post Office suffered a somewhat greater loss by the reduction of Postage rates, so that the very much shorter time taken by the Indian Post Office (4th year) to regain its former Revenue does not afford a precisely correct comparison. The true basis of comparison is the rate at which the Revenue of each of the two Post Offices has increased since the commencement of the new systems. As shewn on the margin, the Indian Post Office nearly doubled its Revenue in the 8th year of its re-organized existence,—a result which was not attained by the English Post Office till the period given as the “12th to 16th year.” And this rapid increase in the Indian Postal Revenue is not a thing of the past merely. It is an increase which as yet shews no sign of abatement, the rate of increase during the last year being as great as the average rate during the preceding years.

81. I will only here remind the Government that the figures given above for the Indian Post Office are based entirely upon the receipts of the Department from private correspondence. My object is to shew that, so far as the elasticity of a Revenue, derived from payments made by the people for benefits received in return, can be regarded as a test, the Indian Post Office has good right to lay claim to a steady and rapid growth of public confidence.

Unusual difficulties, arising from the great variety of languages, the defective state of road-communication, and the necessity of drawing its Establishment from a

[*Post Office.*]

* (20)

comparatively ill-educated community, have beset the progress of the Indian Post Office ; but in spite of all these difficulties, the progress has hitherto been great, and gives good promise of continuing in future years even in an increasing ratio.

(Signed) A. M. MONTEATH,
*In charge of the Office of Director General
of the Post Office of India.*

A P P E N D I C E S

TO THE

A N N U A L R E P O R T

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA,

FOR THE YEAR 1862-63.

Appendix I.

[Post

Statement shewing the number of new Post Offices and Letter Boxes which were opened during the years 1861-62 and 1862-63.

	POST OFFICES.		LETTER BOXES.		TOTAL.	
	Opened in 1861-62.	Opened in 1862-63.	Opened in 1861-62.	Opened in 1862-63.	1861-62.	1862-63.
Bengal ...	3	13	2	14	5	27
Madras ...	1	6	2	...	3	6
Bombay ...	46	42	26	56	72	98
N. W. Provinces .	3	7	5	19	8	26
Punjab ...	...	1	...	...	...	1
British Burmah ...	...	...	1	...	1	...
. Total ...	53	69	36	89	89	158

Appendix II.

Statement shewing the distance over which the Mails were conveyed throughout India by Railway, Mail Cart, Horses, Runners and Boats during the years 1861-62 and 1862-63.

	RAILWAY.		MAIL CART AND HORSE DAWK.		RUNNERS AND BOAT LINES.		SEA.		TOTAL.	
	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.
Bengal - -	358	710	300	293	11,482	10,721	1,020	2,837	13,160	14,561
Madras - -	483	625	772	756	7,880	7,271	1,250	...	10,894	8,558
Bombay - -	576	686	1,597	1,415	6,732	7,463	496	1,976	9,401	11,540
N. W. Provinces - -	276	324	1,446	1,560	7,520	7,415	...	...	9,242	9,299
Punjab - -	106	137	1,255	1,223	2,954	2,938	...	...	4,314	4,298
British Burmah - -	...	...	...	...	1,020	1,347	324	324	1,360	1,671
Total -	1,798	2,382	5,370	5,247	37,603	37,155	3,090	5,137	47,861	49,921

[Post Office.]

Appendix III.

Statement exhibiting the average rate of speed on the several Mail lines of Road as has been ascertained from the Returns recorded in each of the Post Masters General's Offices in the year 1862-63.

PRESIDENCY.	NAME OF LINE.	Average rate of speed per hour attained in the dry season.	Average rate of speed per hour attained in the rainy season.
		M. F. P.	M. F. P.
BENGAL ...	Calcutta to Benares ... { Mail Cart ...	12 5 25	12 0 26
	" to Chitterpore ... { Railway ...	20 0 0	20 0 0
	Cuttack to Pooree ...	4 2 22	3 7 32
	Calcutta to Sumbulpore ...	5 2 30	4 2 0
	" to Jessore ...	3 7 26	3 4 8
	Rungpore to Cooch Behar ...	4 4 16	3 5 27
MADRAS ...	Madras to Ootacamund ...	3 6 20	3 5 24
	" to Trichinopoly ...	12 2 0	7 4 0
	" to Agra ...	6 3 0	6 2 0
	" to Bombay ...	6 3 0	5 7 0
	" to Calcutta ...	7 5 0	7 2 0
BOMBAY ...	Bombay to Indore ...	4 0 0	3 4 0
	" to Nagpore ...	8 6 0	7 4 0
	" to Sholapore ...	7 2 0	6 1 0
	" to Hurryhur ...	17 1 0	17 1 0
	" to Vingorla ...	8 2 0	7 2 0
N. W. PROVINCES ...	Benares to Allahabad ...	5 1 0	3 5 0
	Allyghur to Umballah ...	10 0 0	9 0 0
	Benares to Nagpore ...	11 0 0	10 3 0
	Nyneer Tal to Almora ...	8 5 0	6 0 0
	Cawnpore to Lucknow ...	3 0 0	2 5 0
PUNJAB ...	Lahore to Peshawur ...	13 5 0	12 4 0
	Kulka to Simlah ...	10 0 0	9 0 0
	Lahore to Loodhiana ...	4 4 13	4 1 7
	Sealkote to Umritsur ...	5 3 14	5 3 8
		5 5 21	5 5 16

Appendix I

[Post Office.]

As Post Masters G, 1861-62 and 1862-63.

							Books.		
	For sent ons.	Retained	Total number received.			Grand Total	Number of Steam- er Books deli- vered.	Number of Indian Book Post Packets delivered.	TOTAL.
	Service.	Paid.	Paid.	Unpaid.	Service.				
Bengal, 1861-62 ...	55,030	76,502	34,785	30,430	86,154	151,399	38,730	48,500	78,230
Ditto, 1862-63 ...	61,908	70,333	34,281	30,578	72,922	137,781	16,018	56,014	72,027
Madras, 1861-62 ...	87,946	74,773	23,500	37,130	30,444	91,140	19,491	45,740	65,147
Ditto, 1862-63 ...	99,331	82,570	21,268	36,935	27,544	85,747	10,420	44,013	64,342
Bombay 1861-62* ...	59,808	62,015	18,635	23,458	41,027	83,120	13,074	32,054	45,728
Ditto, 1862-63 ...	72,383	68,381	20,553	25,953	42,530	89,038	16,125	36,785	52,010
North-Western Provin	02,224	93,286	43,104	56,328	62,684	164,116	17,088	63,707	80,855
Ditto, 1862-63 ...	95,808	90,858	47,605	56,618	60,772	165,095	19,724	70,632	90,386
Punjab, 1861-62 ...	47,540	70,713	22,361	23,815	20,383	66,502	13,413	30,448	43,861
Ditto, 1862-63 ...	63,543	60,220	24,609	20,320	21,444	72,403	14,831	37,625	52,556
British Burmah, 1861-	6,130	6,890	1,688	1,722	1,612	5,222	444	6,824	7,208
Ditto, 1862-63 ...	5,821	7,426	2,272	2,100	1,790	6,162	1,055	7,278	8,233
Grand Total, 1861-62	58,898	385,078	46,342	172,913	242,304	561,559	93,150	227,948	321,098
Grand Total, 1862-63	98,444	390,806	50,770	178,504	227,002	566,276	87,277	264,177	341,454

Recorded Telegram from

Appendix V.

[Post Office.]

Statement shewing the total number of Articles mis-sent from the Post Offices in India during the years 1861-62 and 1862-63.

				Letters, Papers and Parcels.		Percentage on total number despatched.	
				1861-62.	1862-63.	1861-62.	1862-63.
Bengal	...	...	...	7,767	6,022	00·70	00·03
Madras	...	...	...	9,413	3,079	00·10	00·03
Bombay	...	...	...	19,583	10,646	00·15	00·07
North-Western Provinces			...	47,800	22,478	00·38	00·17
Punjab	...	...	...	15,174	5,451	00·27	00·08
British Burmah	...	...	...	...	513	...	00·12
Total				99,827	48,189	·19	·08

Appendix VI.

Statement showing the number of unclaimed and refused letters received at, and disposed of by, the Dead Letter Office, the years 1861-62 and 1862-63.

	BENGAL.				MADRAS.				Number of chargeable letters unclaimed or refused in
	Number of chargeable letters unclaimed or refused in		Proportion.		Number of chargeable letters unclaimed or refused in		Proportion.		
	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	
The number of unclaimed <i>paid</i> letters returned to senders ...	11,716	15,361	44.55	59.15	24,124	17,411	68.53	50.80	9,455
Ditto that cannot be disposed of ...	14,395	11,052	55.45	41.84	1,070	11,000	8.47	40.10	3,561
Total ...	26,111	26,413	100	100.00	25,194	28,411	100	100.00	13,016
The number of unclaimed <i>bearing</i> letters returned to senders ...	54,449	61,050	33.86	37.60	69,161	37,330	69.00	67.02	40,152
Ditto that cannot be disposed of ...	116,202	100,505	66.14	62.40	6,033	28,336	10.14	42.97	55,530
Total ...	170,651	161,555	100	100.00	75,194	65,666	100	100.00	95,682
The number of refused <i>paid</i> letters returned to senders ...	109	590	13.00	40.17	49	572	6.07	30.07	187
Ditto that cannot be disposed of ...	619	523	86.00	59.82	680	1,203	93.92	69.92	80
Total ...	728	1,113	100	100.00	729	1,775	100	100.00	267
The number of refused <i>bearing</i> letters returned to senders ...	12,877	27,426	24.33	33.00	27,732	19,540	66.58	54.43	23,876
Ditto that cannot be disposed of ...	40,045	49,504	75.67	67.00	400	10,376	1.42	45.56	18,301
Total ...	52,922	76,930	100	100.00	28,132	29,916	100	100.00	42,177

ABSTRACT.

Total number of all classes of letters returned to senders ...	...
Ditto ditto that could not be disposed of ...	...
Grand Total	...

Appendix VII.

Statement exhibiting the number of Postage Labels of each denomination sold in each of the Presidencies and Governments, and the amount realized thereon during the years 1861-62 and 1862-63.

	8-Pie Labels.	1-Anna Envelopes.	1-Anna Note Papers.	1-Anna Envelopes.	1-Anna Labels.	2-Anna Labels.	4-Anna Labels.	8-Anna Labels.	Gross value.
Bengal	97,203	24,197	44,078	18,360	3,414,680	1,784,378	567,598	589,127	223,879
British Burmah	5,313	806	1,728	2,328	151,539	142,315	58,016	46,529	18,774
North-Western Provinces	43,168	108,080	73,970	21,604	4,052,502	1,116,092	192,076	239,807	32,993
Madras	67,333	18,032	11,104	6,880	5,113,527	908,337	241,217	299,226	35,228
Bombay	53,302	36,134	19,319	11,217	5,893,595	1,133,650	335,634	372,944	124,331
Punjab	55,606	36,833	51,139	11,919	2,321,641	488,345	112,672	162,376	13,068
Total of 1862-63	322,127	224,772	201,538	72,307	20,887,484	5,577,117	1,507,243	1,770,209	448,273
Total of 1861-63*	310,452	192,601	201,252	74,761	19,713,834	5,163,253	1,367,159	1,761,763	359,426

* See details in Dr. Paton's printed Report.

[Post Office.]

Appendix VIII.

Statement shewing the Correspondence sent to, and received from, the District Post by the General Post in each Division of the Post Office of India during the year 1862-63.

	Total number sent to District Post.			Number received back from District Post undelivered.			Received for despatch from District Post.			
	Letters.	Newspapers.	Parcels.	Letters.	Newspapers.	Parcels.	Letters.	Newspapers.	Parcels.	
Bengal	...	665,153	26,380	4,503	105,497	855	206	226,687	630	316
Madras	...	1,080,725	96,426	11,498	66,389	1,085	142	592,475	11,293	1,658
Bombay	...	807,722	24,183	5,031	60,352	1,611	94	512,199	8,809	2,092
North-Western Provinces	...	899,240	29,661	4,194	159,003	930	85	422,151	208	227
Punjab	...	611,351	13,071	3,407	67,616	525	69	400,633	367	828
Total	...	4,064,191	189,721	28,633	458,857	5,006	596	2,154,145	21,307	5,121

Appendix IX.

Statement shewing the number of Complaints of various descriptions made by the public in 1861-62 and 1862-63.

	Ascertained to be well founded.		Ascertained to be groundless.		Enquiry unsuccessful.		Under enquiry.		Total.	
	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.	1861-62.	1862-63.
Bengal	97	96	93	157	182	179	1	6	373	438
Madras	95	71	81	113	159	162	41	56	406	402
Bombay	121	146	54	143	156	146	2	...	363	435
North-Western Provinces	52	49	22	15	43	39	6	2	123	105
Punjab	42	39	3	6	24	13	...	5	69	63
British Burmah	.	.	..	..	..	.	.	...	...	...
Total	407	401	253	434	624	539	50	69	1,334	1,443

[Post Office.]

Appendix X.

Statement shewing the offences committed by the Post Office Officials during the year 1862-63.

	GOVERNMENT'S.				Number of ascertained cases of dishonesty on the part of the Post Office Officials.		Total.
					Number of legal convictions.	Number of cases departmentally punished.	
Bengal	14	..	14
Madras	6	8	14
Bombay	23	26	49
North-Western Provinces	23	10	33
Punjab	2	10	12
British Burmah
				Total	68	54	122

Appendix XI.

Statement showing the Staff of Officers, Clerks and others of the Post Office Department in India on the 30th April 1863.

DESIGNATION	Bengal		Madras		Bombay.		North-Western Provinces.		Punjab.		British Barmah.		Total.	
	1861-62	1862-63	1861-62	1862-63	1861-62	1862-63	1861-62	1862-63	1861-62	1862-63	1861-62	1862-63	1861-62	1862-63
Director General of the Post Office of India	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.
Comptroller of Post Office Accounts													1	1
Post Master General	1	1	1	1	1	1	1	1	1	1	Chief Inspector	Chief Inspector	1	1
Inspecting Post Master	9	9	10	10	10	11	11	11	5	5	..	..	45	46
Post Masters and Deputy Post Masters	242	217	139	142	172	189	192	193	85	79	7	7	837	857
Clerk (English)	331	303	195	191	198	192	230	220	124	113	19	23	1,201	1,258
Ditto (Vernacular) ..	30	30			44	56								
Postmen and other Servants	6,6	608	538	540	419	524	520	527	196	180	33	50	2,300	2,407
Road Establishment consisting of Superintendents, Overseers, Motebiddes, Runners, Hearers, Coachmen, Syeds, Boatmen and others	3,350	3,110	3,773	3,942	3,018	4,159	6,320	6,680	716	1,208	185	273	17,397	19,371
Bullock Train	264	343					230	225	278	95			773	606
Total ..	4,883	4,553	4,659	4,826	3,922	5,162	7,584	7,657	1,405	1,681	245	353	22,710	24,833

[Post Office.]

Appendix XII.

Comparative Statement showing the Receipts of the Post Office Department for 1861-62 and 1862-63.

HEAD OF RECEIPTS.		1861-62.	1862-63.	Increase.		Decrease.	
I.—POSTAL SERVICE.							
<i>Postage on Letters.</i>							
Bengal	Ra. As. P.	2,09,998 7 11	2,92,238 3 2	Ra. As. P.	13,335 11 3	Ra. As. P.	
Poona		8,321 0 0	9,912 0 2		1,591 0 2		
Eastern Settlements		43,780 3 6	47,985 14 2		4,205 10 8		
Madras		1,04,767 12 4	1,07,573 15 11		2,805 3 7		
Bombay		1,65,409 0 7	1,92,358 8 2		26,977 7 7		
North-Western Provinces		2,54,195 4 7	3,60,278 2 10		45,080 14 3		23,018 2 2
Punjab		1,34,330 11 0	1,11,312 8 10		.....	
Total		9,21,908 7 11	9,92,684 5 3		93,795 15 6		23,018 2 2
<i>Postage on Bengaly Parcels.</i>							
Bengal		61,105 10 11	60,461 0 10		.....		641 10 1
Poona		1,834 5 3	1,935 8 3		.....		12 12 0
Eastern Settlements		49 14 0	87 2 0		.....	
Madras		48,873 5 1	47,530 0 0		656 10 11		
Bombay		63,694 1 6	66,559 9 4		2,865 7 10		
North-Western Provinces		1,00,726 13 5	1,14,938 3 8		14,211 7 3		
Punjab		58,395 1 6	46,926 2 6		.....		11,468 15 0
Total		3,32,899 2 8	3,38,180 10 7		17,414 13 0		12,123 5 1
<i>Sale of Postage Stamps.</i>							
Bengal		4,34,783 1 4	4,79,211 9 7		37,428 8 3		
Poona		28,602 15 6	42,406 5 6		13,803 6 0		
Eastern Settlements		75,145 5 8	84,494 4 4		9,348 14 8		
Madras		3,40,540 1 4	3,43,663 14 6		3,123 13 2		
Bombay		4,10,235 0 6	4,55,527 4 7		44,092 4 1		
North-Western Provinces		8,13,927 0 10	8,23,763 7 2		9,896 6 4		
Punjab		1,55,688 8 3	1,71,321 12 4		14,633 4 1		
Total		17,59,922 1 5	18,99,088 10 0		1,39,166 8 7		...
<i>Official Postage.</i>							
Bengal		4,73,209 6 8	5,28,372 2 1		55,162 11 5		
Poona		24,684 6 1	31,590 14 10		6,906 8 9		
Eastern Settlements		5,626 0 11	5,265 6 7		.....		860 10 4
Madras		4,85,656 1 11	5,40,033 5 2		54,177 8 3		
Bombay		7,88,451 9 1	8,07,402 7 5		1,18,550 14 4		
North-Western Provinces		6,10,628 5 8	7,27,046 2 2		1,16,423 12 6		
Punjab		4,79,983 4 10	4,53,303 6 5		.....		20,679 14 5
Total		28,08,833 3 2	31,92,868 12 8		3,84,191 2 8		27,040 8 9

Steam Postage due by the London Post Office.

Bengal	47,977 0 8	43,904 13 0	.....	4,773 3 8
Madras	21,115 6 4	21,812 5 8	686 15 4	.....
Bombay	1,94,213 10 7	83,819 9 0	.....	40,401 1 7
Total	1,98,308 1 7	1,48,620 11 8	696 15 4	45,173 5 3
<i>Miscellaneous.</i>				
Bengal	14,951 4 8	12,028 1 7	.....	2,923 3 1
British Barmah	231 7 7	952 8 0	721 0 5	.....
Eastern Settlements	2 13 0	20 7 4	17 11 4	.....
Madras	8,608 6 5	7,770 9 6	.....	835 12 11
Bombay	13,918 5 3	11,604 11 1	.....	2,313 10 1
North-Western Provinces	16,448 6 2	19,444 8 3	2,996 2 1	.....
Punjab	8,608 0 6	4,734 12 5	.....	3,867 4 1
Total	63,760 10 6	56,555 10 2	3,734 13 10	9,939 14 2
<i>Net amount.</i>				
Bengal	12,41,929 0 2	13,36,518 14 3	1,06,996 14 11	9,337 0 10
British Barmah	63,894 2 5	86,767 4 9	22,873 2 4	.....
Eastern Settlements	1,24,604 4 1	1,37,503 2 5	13,573 4 8	273 6 4
Madras	10,67,769 1 5	10,63,383 2 9	61,439 13 8	885 12 11
Bombay	15,64,521 11 5	17,16,783 1 7	1,92,968 1 10	42,714 11 8
North-Western Provinces	12,06,919 13 8	14,83,408 8 1	1,86,548 10 5	.....
Punjab	8,37,999 10 1	7,87,598 10 6	14,633 4 1	65,034 3 8
Total	61,39,627 11 3	66,29,332 12 4	6,00,000 4 6	1,17,235 2 6
<i>Deduct amount due to the London Post Office.</i>				
Bengal	1,98,696 7 2	2,07,614 8 0	17,918 0 10	.....
Madras	28,423 15 2	43,470 0 0	16,046 0 10	.....
Bombay	2,47,827 5 11	1,57,581 9 0	.....	90,245 13 11
Total	4,65,947 12 3	4,08,666 1 0	33,964 1 8	90,245 12 11
<i>Net amount.</i>				
Bengal	10,32,292 9 0	11,31,904 6 3	88,008 14 1	9,337 0 10
British Barmah	63,894 2 5	86,767 4 9	22,873 2 4	.....
Eastern Settlements	1,24,604 4 1	1,37,503 2 5	13,573 4 8	273 6 4
Madras	9,76,325 2 3	10,31,913 2 9	46,413 13 5	835 12 11
Bombay	13,18,604 5 6	15,58,211 8 7	1,92,968 1 10	42,714 11 8
North-Western Provinces	12,06,919 13 8	14,83,468 8 1	1,86,548 10 5	.....
Punjab	8,37,999 10 1	7,87,598 10 6	14,633 4 1	65,034 3 8
Total	56,73,679 15 0	62,13,606 11 4	5,67,086 2 10	74,590 7 9

[Post Office.]

[11]

HEAD OF RECEIPTS.		1881-82.	1882-83.	Increase.	Decrease.
II.—SEPARATE DEPARTMENTS.					
<i>Ballock Treas.</i>					
Bengal	Ra. As. P.	2,50,047 8 7	1,38,158 0 8	.....	1,11,889 7 11
North-Western Provinces		4,65,924 10 7	6,51,663 4 3	1,56,737 9 7	.....
Punjab		4,24,278 8 0	4,03,966 14 9	.....	20,309 9 3
Total		11,48,248 11 2	11,61,787 3 7	1,55,787 9 7	1,37,199 1 2
<i>Staging Bungalows Fund.</i>					
Bengal		21,858 1 7	19,465 0 1	.....	2,397 1 6
North-Western Provinces		57,966 1 9	88,556 7 8	590 5 11	.....
Punjab		25,189 3 8	26,153 2 4	.....	36 1 4
Total		85,007 7 0	83,174 10 1	590 5 11	2,423 2 10
<i>Dak Bearers.</i>					
Bengal		52,237 11 1	73,859 9 9	21,621 14 8	.....
North-Western Provinces		47,264 13 10	43,918 0 11	.....	3,346 12 11
Punjab		1,176 6 8	748 1 9	.....	428 5 0
Total		1,00,678 15 8	1,18,525 12 5	21,621 14 8	3,775 1 11
<i>Post Office Savings Bank.</i>					
Bengal		9,221 12 6	7,816 2 6	.....	1,405 10 0
Madras		2,235 5 0	8,645 8 9	1,390 3 9	.....
Bombay		5,097 13 6	10,393 6 2	5,295 8 8	.....
North-Western Provinces		61,675 3 0	48,196 1 9	.....	13,479 1 3
Punjab		76,893 2 0	66,091 7 0	.....	10,801 11 0
Total		1,55,143 4 0	1,86,142 10 2	6,865 12 5	25,698 6 3
<i>Total.</i>					
Bengal		3,39,559 1 9	2,40,998 13 0	21,621 14 8	1,90,682 3 5
British Burma		.....	.....	.....	.....
Eastern Settlements		.....	.....	.....	.....
Madras		9,955 5 0	8,645 8 9	1,390 3 9	.....
Bombay		5,097 13 6	10,393 6 2	5,295 8 8	.....
North-Western Provinces		6,12,830 13 2	7,52,333 14 6	1,56,267 15 6	16,925 14 2
Punjab		5,27,536 4 5	4,85,959 9 10	.....	31,575 10 7
Total		14,87,078 5 10	15,02,630 4 3	1,81,635 10 7	1,69,683 12 2

Comparative Statement showing the Charges of the Post Office Department for 1861-62 and 1862-63.

HEAD OF CHARGES.		1861-62.	1862-63.	Increase.	Decrease.
L.—POSTAL SERVICE.					
<i>Salaries and Establishment.</i>					
Bengal	Rs As. P.	457,145 5 10	4,36,817 15 7	...	21,327 6 4
British Burmah		69,567 5 4	75,351 2 0	15,783 12 8	.....
Eastern Settlements		11,615 0 5	11,858 6 5	243 6 0	.....
Madras		4,58,309 0 7	4,45,027 3 4	...	13,281 13 3
Bombay		4,81,988 6 1	4,47,547 10 3	...	34,440 11 11
North-Western Provinces		3,65,045 4 7	4,18,377 10 8	33,332 6 1	.....
Punjab		2,11,237 14 4	1,85,401 6 2	...	25,836 8 2
Director General		37,189 10 10	33,803 13 6	...	3,385 13 4
Comptroller of Post Office Accounts		19,711 11 8	25,216 13 0	5,505 1 4	.....
Total		21,21,889 11 8	20,78,502 0 9	54,964 10 1	98,363 5 0
<i>Miscellaneous and Contingent Charges.</i>					
Bengal	Rs As. P.	60,751 5 5	68,028 4 4	8,276 14 11	.....
British Burmah		3,355 1 0	4,463 13 3	1,128 12 3	.....
Eastern Settlements		1,281 3 3	1,550 7 8	178 4 5	.....
Madras		71,572 15 2	63,827 4 7	...	7,745 10 7
Bombay		83,528 0 4	1,12,372 13 0	28,744 12 8	.....
North-Western Provinces		22,065 11 9	37,546 1 11	15,479 6 2	.....
Punjab		15,170 0 8	17,031 1 2	1,861 0 6	.....
Director General		964 3 10	1,103 13 10	139 10 0	.....
Comptroller of Post Office Accounts		734 12 2	692 15 7	...	131 12 7
Total		2,59,503 5 7	3,07,434 11 4	55,860 12 11	7,877 7 2
<i>Mail Cart (after deducting charges for passengers service.)</i>					
Bengal	Rs As. P.	1,53,264 12 3	1,34,170 14 0	...	19,093 14 3
Madras		1,69,082 15 5	1,61,392 10 3	...	7,690 5 2
Bombay		4,35,547 5 10	4,33,023 14 1	...	2,523 7 9
North-Western Provinces		3,54,193 0 11	3,85,347 2 3	31,154 1 4	.....
Punjab		2,60,034 12 11	1,75,543 14 10	...	84,210 14 1
Total		13,72,142 15 4	12,91,778 7 5	81,164 1 4	1,11,618 9 3
<i>Bounty Money.</i>					
Bengal	Rs As. P.	943 14 0	923 7 0	...	20 7 0
British Burmah		30 5 0	70 5 0	40 0 0	.....
Eastern Settlements		2,042 3 0	1,706 5 0	...	335 14 0
Madras		643 3 0	94 4 1	...	548 13 11
Bombay		868 11 0	8 8	...	290 8 0
Total		4,008 3 0	2,802 13 1	40 0 0	1,245 5 11

HEAD OF CHARGES.		1861-62.	1862-63.	Increase.	Decrease.
<i>Steam Subsidies.</i>					
Bengal	...	Ra. As. P. 19,166 10 8	Ra. As. P. 28,750 0 0	Ra. As. P. 9,583 5 4	Ra. As. P.
Madras	...	11,700 0 0	.....	...	11,700 0 0
Bombay	...	.....	18,668 10 8	18,668 10 8	.....
Total	...	30,866 10 8	47,418 10 8	28,550 0 0	11,700 0 0
<i>Construction and repair of Buildings.</i>					
Bengal	...	3,545 12 8	1,774 15 6	...	1,770 13 0
British Burmah	...	8 0 0	23 0 0	15 0 0	.....
Madras	...	1,441 15 4	1,884 0 3	442 0 11	.....
Bombay	...	529 1 6	1,359 5 3	829 3 9	.....
North-Western Provinces	...	3,476 2 0	3,471 0 10	...	5 1 3
Punjab	...	2,348 13 1	1,089 11 6	...	1,254 1 7
Total	...	11,344 12 5	9,601 1 4	1,743 4 8	3,039 15 9
<i>Total of Postal Service.</i>					
Bengal	...	6,94,817 12 8	6,70,465 8 4	17,360 4 3	48,319 8 7
British Burmah	...	62,940 11 4	79,908 4 3	16,967 8 11	.....
Eastern Settlements	...	15,098 6 8	15,224 3 1	521 10 5	335 14 0
Madras	...	7,12,770 0 6	6,72,225 6 6	442 0 11	40,546 10 11
Bombay	...	10,01,981 8 9	10,14,877 13 4	48,940 11 1	35,944 6 8
North-Western Provinces	...	7,64,780 3 3	8,44,740 15 8	79,965 13 7	6 1 3
Punjab	...	4,88,828 9 0	3,79,368 1 8	1,061 0 6	1,11,321 7 10
Director General	...	38,153 14 8	34,807 11 4	139 10 0	9,365 13 4
Compiler of Post Office Accounts	...	20,446 7 10	25,819 13 7	5,505 1 4	131 13 7
Total	...	37,98,755 10 8	37,37,535 12 7	1,71,508 13 0	2,38,723 11 1

II.—SEPARATE DEPARTMENTS.

Bullock Train.

Bengal	3,04,050	13	3	2,61,653	7	8	4,79,343	1	10	1,54,016	5	8	77,091	8	11	1,54,616	5	8	1,104	8	6	2,502	5	8	2,394	9	0	3,896	14	8	25,124	0	11	5,557	14	3	30,981	15	3	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
North-Western Provinces	3,04,050	13	3	2,61,653	7	8	4,79,343	1	10	1,54,016	5	8	77,091	8	11	1,54,616	5	8	1,104	8	6	2,502	5	8	2,394	9	0	3,896	14	8	25,124	0	11	5,557	14	3	30,981	15	3	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Punjab	1,70,433	8	11	1,37,748	5	7	8,72,744	15	1	1,54,616	5	8	77,091	8	11	1,54,616	5	8	1,104	8	6	2,502	5	8	2,394	9	0	3,896	14	8	25,124	0	11	5,557	14	3	30,981	15	3	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Total	7,93,270	2	4	12,868	0	4	18,815	0	8	10,874	13	11	42,557	14	6	73,036	9	11	43,677	0	2	748	1	9	1,18,961	11	10	7,816	2	6	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1						
Staging Bangalore Fund.																																																																																							
Bengal	11,763	7	10	25,417	6	11	13,169	6	11	50,850	4	8	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1						
North-Western Provinces	11,763	7	10	25,417	6	11	13,169	6	11	50,850	4	8	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1						
Punjab	11,763	7	10	25,417	6	11	13,169	6	11	50,850	4	8	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1						
Total	11,763	7	10	25,417	6	11	13,169	6	11	50,850	4	8	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1						
IMt Beawars.																																																																																							
Bengal	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1																		
North-Western Provinces	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1																		
Punjab	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1																		
Total	48,512	9	0	87,819	1	11	985	15	0	87,817	9	11	9,291	12	6	2,555	5	0	3,645	8	9	10,393	6	2	48,196	1	9	66,091	7	0	1,36,142	10	2	3,55,374	4	5	3,845	8	9	10,393	6	2	5,84,031	4	0	2,15,432	12	3	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1																		
Madras.																																																																																							
Bengal	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Madras	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Bombay	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
North-Western Provinces	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Punjab	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Total	15,55,143	4	0	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8
Total of Separate Departments.																																																																																							
Bengal	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0	27,795	0	1	1,405	10	0	13,479	1	3	10,801	11	0	25,086	6	3	45,911	15	7	20,081	9	11	46,019	4	7	1,11,912	11	1	1,93,968	9	9	3,241	9	8	837	3	5	4,132	14	9	401	2	10	388	1	0	8,990	15	8			
Madras	3,75,557	10	7	2,955	5	0	5,097	13	6	4,43,938	7	0	2,61,432	0	10	10,85,031	4	11	11,69,507	3	7	14,823	7	11	3,561	8	5	8,106	9	0	916	5	9	388	1	0																																																			

Appendix XIII. **COMPARATIVE ABSTRACT.**

Head of Receipts.	1861-62.	1862-63.	Head of Charges.	1861-62.	1862-63.
I.—Postal Service.					
Cash Receipts	12,54,805 10 7	13,30,874 15 10	Salaries and Establishment	21,21,589 11 8	20,78,502 0 9
Sale of Stamps	17,59,923 1 5	18,93,088 10 0	Miscellaneous and Contingent charges	2,59,503 5 7	3,07,494 11 4
Official Postage	28,68,933 3 2	31,92,983 12 8	Mail Cart (after deducting charges for passenger service)	13,72,142 15 4	12,91,778 7 5
Due by London Post Office	1 93,308 1 7	1,49,899 11 8	Bounty money to Ship Captains for conveyance of Mails	4,008 3 0	2802 13 1
Miscellaneous (i.e. sale of waste paper, &c., fines and savings)	62,760 10 6	56,555 10 2	Steam Subsidies	30,806 10 8	47,416 10 8
Total	61,39,627 11 3	66,22,338 12 4	Construction and repairs of buildings	11 344 12 5	9,601 1 4
Deduct amount due to the London Post Office	4,65,947 12 3	4,08,666 1 0	Total	37,99,755 10 8	37,37,536 12 7
Net amount	56,73,679 15 0	62,13,666 11 4	II.—Separate Departments.		
Bullock Train	11,46,249 11 2	11,64,787 3 7	Bullock Train	7,96,220 2 4	8,72,744 15 1
Staging Bungalow	*85,007 7 0	83,174 10 1	Staging Bungalow	*50,350 4 8	42,557 14 6
Dawk-Bearers	*1,00,678 15 8	1,18,525 12 5	Dawk-Bearers	*87,317 9 11	1,18,061 11 10
Mail Cart	1,55,143 4 0	1,36,142 10 2	Mail Cart	1,55,143 4 0	1,36,142 10 2
Parcel Van	14,87,078 5 10	15,02,630 4 3	Parcel Van	10,88,081 4 11	11,89,507 8 7
Passenger service	...	...	Passenger service	...	...
Total	14,87,078 5 10	15,02,630 4 3	Total	18,804 0 5	27,795 0 1

* The receipts and expenditure of these Departments are credited and debited to separate Funds.

Appendix XIV.

Statement shewing the estimated amount of Letters and Newspapers received for delivery in the Post Offices of India during the years 1854-55 to 1862-63.

PRESIDENCY.	1854-55.	1855-56.	1856-57.	1857-58.	1858-59.	1859-60.	1860-61.	1861-62.	1862-63.
	Number.	Number.	Number.	Number.	Number.	Number.	Number.	Number.	Number.
Bengal	5,890,380	6,916,144	7,538,496	8,423,449	9,300,504	9,177,492	9,064,810	9,357,518	97,29,618
Madras	5,466,672	5,707,464	7,129,044	7,773,720	8,108,191	8,264,957	8,937,423	8,642,856	8,660,578
Bombay	6,304,260	7,101,768	8,708,828	11,607,168	15,145,272	12,978,684	12,275,436	10,745,100	11,442,461
North-Western Provinces	11,136,288	12,676,584	13,883,052	14,503,644	18,424,063	17,367,072	16,709,741	12,084,231	12,390,573
Punjab and Sindh	...	...	...	...	...	...	...	5,248,337	6,126,964
British Burmah	...	...	...	...	...	...	...	398,335	439,200
Total	28,797,600	32,301,960	37,260,420	42,307,950	50,978,035	47,788,105	46,977,410	46,576,447	49,804,654

* Estimated from the results of one month in each year.

[Post Office.]

Appendix XV.

An account shewing the gross Revenue, cost of management and net Revenue of the Post Office Department in India from 1853-54 to 1862-63.

Y E A R S.	Receipts exclusive of Bullock Train hire and fares from Passengers for Mail Cart and Parcel Vans.	Official Postage.	Total.	Deductions exclusive of Bullock Train, Mail Cart and Parcel Van charges and Penalties.	Excess of Receipts.	Deficit if Official Postage be not taken into account.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
1853-54	24,71,108 15 1	45,10,623 3 10	24,37,209 15 4	20,82,413 4 6	2,08,705 10 7
1854-55	13,70,000 0 0	32,86,912 1 1	27,39,378 0 4	5,47,534 0 9	7,33,463 15 3
1855-56	16,30,603 6 9	32,11,186 13 2	29,44,501 1 10	2,36,685 10 4	13,33,976 13 5
1856-57	13,85,000 13 6	37,12,851 1 3	29,03,369 5 2	8,09,481 13 1	10,33,448 1 5 6
1857-58	18,83,210 15 5	36,03,025 1 2	35,52,848 0 0	10,176 9 2	18,43,034 0 2
1858-59	25,23,189 2 0	49,40,141 11 7	35,30,008 4 9	14,30,049 6 10	11,04,130 11 3
1859-60	27,47,013 11 0	53,39,246 0 10	37,37,311 15 3	16,01,934 1 7	11,44,879 9 5
1860-61	23,81,734 8 8	51,19,014 0 2	39,60,798 13 7	12,58,215 8 7	11,26,819 5 2
1861-62	28,65,833 3 2	56,73,679 15 0	37,99,755 10 8	18,73,924 4 4	9,94,908 14 10
1862-63	31,03,963 12 8	62,18,608 11 4	37,37,535 19 7	24,76,130 14 9	7,14,868 13 12

I. POSTAGE ON LETTERS.

primary object to which we conceive it to have been the desire of Government that we should give our attention, is that of ascertaining whether a low uniform postage on letters, such as has been adopted in the United Kingdom, is applicable to India, and if so, what rate of single postage and what weight are most suitable to the circumstances of the country.

Before reaching the result of our enquiries on this point we deem it essential to notice a fundamental question upon the determination of which will depend, in a great degree, the adoption of any measure which may lead even to a temporary diminution of the Post Office. That question is whether the Post Office is to be regarded as a department of Revenue, or as an executive department of the State which it is necessary to maintain in efficiency, not only for the immediate purposes of Government, but for the diffusion of knowledge, the encouragement of trade, and the benefit of every individual of the many millions who are subject to the influence of the East India Company, and of the native States in subordinate

And revenue be taken to mean nothing more than a surplus money income after payment of all expenses, there can of course be but one rational answer to this question. The Indian Post Office never has been regarded as a source of Revenue nor indeed has it ever yielded a surplus money income worth considering. On the contrary, it has for some years been a source of trifling expense,* and the Government have repeatedly declared that as long as the department pays its own expenses nothing more is desired.

7. Considering the obligations imposed upon the Government to put the Post Office of India in the highest state of efficiency of which in existing circumstances it is capable, the term revenue must, in our judgment, bear a wider meaning. The Government are, entitled by the existence of a Post Office, whether it lakhs of Rupees, or whether it performs a service of a Post Office would involve the expenditure of a vast sum, even if there were no private correspondence, yet little short of the amount now expended on the that outlay is diminished by the receipts arising from newspapers, so far does the Government derive a financial saving, equally beneficial to the State, which in the absence of public dispatches, carried at an outlay of a like sum. The whole department, and, in so far as it is a source of revenue from the Post Office.

8. We are far from saying that if, after satisfying every reasonable expectation of the public and placing the Post Office in an efficient state as respects the receipt, conveyance and delivery of letters, the

To what extent Government are bound to contribute towards the expenses of the Post Office.

receipts from postage should exceed the expenditure of the department, the Government would not be perfectly justified in appropriating the excess to the general purposes of State; but what we maintain is that so long as the rates of postage press heavily on private correspondence, so long as the public are driven to resort to cheaper, more secure, or more rapid means of transmitting their letters than the Post Office affords, the Government ought not to persevere in demanding those rates of postage, or withhold the means necessary to ensure cheapness, safety and quickness in the transmission of letters by post, upon the plea that the Post Office does not pay its expenses, when in reality the whole of the public, and a considerable amount of privileged correspondence, forming altogether about 57 per cent. of the whole weight of the covers conveyed by the mail, is received, carried and

* NOTE.—While the Inland postage, on chargeable covers passing through the Post Office in one year, amounts to Rupees 16,84,471-5-1, the Postage chargeable on free and service covers at the same rates is Rupees 24,71,168-15-1.

delivered almost free of expense to the Government* the cost of its transmission being levied not on the community at large for whose benefit the service is performed, but on the small section of the community who,

at the present high rates of postage, make use of the post for the transmission of their private communications. When the Government constitutes a monopoly of the Post Office by prohibiting all persons under severe penalty from carrying letters for hire without its permission, and when at the same it professes not to regard the Post Office as a source of revenue, we conceive that it is bound no less in fairness than in policy to convey all private correspondence including letters, newspapers and packets of every kind, at the lowest reasonable charge consistent with the re-payment of the same proportion of the expenses of the department, as is borne by the number and actual weight of that correspondence to the number and actual weight of all the covers passing through the Post Office.

9. It has been objected to the introduction into India of a scale of postage fixed

Objections to the principle of uniform postage as applicable to India.

with reference to weight only and not to distance that such a scale is inapplicable to the circumstances of the country, the cost of conveyance bearing a much larger proportion to the whole expenses of the department than in the United Kingdom. In answer to this objection we beg to refer to the argument by which the principle of uniformity of postage was maintained by the Select Committee of the House of Commons in 1838. It was calculated by the Committee that the chargeable letters weighed about one-fifth of all the covers passing through the Post Office, that the total annual cost of transit was £2,87,306, and that consequently one-fifth only of that amount was the cost of conveying the chargeable letters, the remainder being in the nature of a tax imposed by the State for conveying other documents free of charge. The number of chargeable letters then passing through the Post Office of the United Kingdom in a year was about 77,500,000, and hence the average cost of conveying each letter free

of tax was taken to be $\text{£} \frac{1}{11} \frac{2}{3} \frac{4}{5} \frac{1}{10}$ or a fraction less than two-elevenths of a penny, while the tax itself was about eight-elevenths of a penny. It was contended that the State might with perfect fairness distribute the whole amount of this tax in equal shares upon all chargeable letters, each letter being in that case debited with its share of the whole tax, being eight-elevenths of a penny (an invariable sum), plus a sum varying according to weight, but not exceeding on an average two-elevenths of a penny, being the cost of carriage to the place to which each letter was conveyed. The cost of transit being found to be about two-fifths of the entire charges of the Post Office, and the chargeable letters being only one-fifth of the whole by weight, it was further shown that the cost of conveying the chargeable letters was one fifth of two-fifths, or two twenty-fifths, that is, about 8 per cent. of the whole charges of the department. And, taking into consideration the Revenue Tax, the cost of conveying the chargeable letters was found to be only one forty second part of the postage levied on them. This small variable element was further shown not to be in proportion to the distance each letter was carried, but rather in the inverse proportion of the number of letters carried on any given route. "On the whole then," observe the Committee, "since the cost of transit, independent of the Tax imposed for the purpose of franking, forms a very small part of the whole charge, and small as it is, is not in proportion to distance; and since the other elements of cost are invariable in their nature and wholly independent of the distance the fairest principle on which to regulate the postage rates, supposing there were no tax for the purpose of revenue, would be to make that rate uniform."

10. Now in India the whole charges of the Post Office at the three Presidencies, including the North-West Provinces of Bengal, amounted, in

Proportion of the cost of conveying chargeable letters to the whole charges of the Post Office, and to the amount of inland postage.

the last year for which the accounts have been supplied, to Rupees 21,17,676,* of which Rupees 11,69,791 was on account of the conveyance of inland mails, Rupees 7,25,987 on account of receipt and distribution, and Rupees 2,21,898 on account of pensions and of the conveyance of banghies and ship packets so

far as they can be separated from the other charges of the department. The actual weight of chargeable letters, including law papers, &c. is 18.61 per cent. or less than one-fifth of all inland covers passing through the Post Office,*

* Appendix A. No. 12.

the remaining four-fifths consisting of official covers which

are carried free, and newspapers, which are carried at a very much lower charge in proportion to their weight than letters. The cost of chargeable inland letters is therefore 18.61 per cent. of Rupees 11,69,791, equal to Rupees 2,17,698, or about ten per cent. of the entire charges of the Post Office. In the United Kingdom the postage on inland chargeable letters in 1838 was sufficient to meet the expense of conveying all the inland mails as well as the entire cost of distribution, and to leave a large surplus revenue besides. In India the postage on inland chargeable letters, after paying for their conveyance and distribution, contributes only in part towards the conveyance and distribution of newspapers and franks. The remainder is partly met by the postage on newspapers, and partly by a payment from the general revenue.

* Appendix A. No. 13.

The total number of chargeable inland letters, including law papers, &c. passing through the Post Office in India in one year is 10,118,768; their actual weight 3,142,779 tolas; and the cost of conveying them in proportion to their weight 3,442, or about one-third of an anna on each letter. The postage actually chargeable on

* Appendix A. No. 6.

these letters, at present rates, amounts to Rupees 14,30,001-2-4,* that is to say, 2,251, or about 2½ annas on each letter; so that of the whole postage on chargeable letters, &c., four twenty-sevenths is the variable element which represents the cost of conveyance, and depends in the case of each letter on a variety of circumstances, of which the element of distance is only one; and the remaining twenty-three parts is the constant element debitable equally to every letter without the least reference either to weight or distance. These proportions differ somewhat from those which were found to exist in the United Kingdom in 1838, partly because the number of chargeable letters passing through the Post Office in India is smaller, partly because the rates of inland postages in India are lower, and partly also because the expense of carriage bears a larger, though not a much larger, proportion to the whole charges of the department. But still the variable element even in India bears a very small proportion to the whole charge; and as it will presently be shown that this element is not in proportion to distance, it must be concluded that in India as well as in the United Kingdom the fairest principle on which to regulate the postage would be to make the single rate uniform.

11. That the cost of conveying a letter does not necessarily depend upon the

Cost of conveyance does not depend upon distance.

distance to which it is carried, is evident, if we suppose the simple case of two packets sent from the same place in different directions; one containing 100 letters, to a place 500 miles distant, and the other containing 10 letters to a place 100 miles distant. Supposing the cost of conveyance to be one anna a mile, then the expense of sending the first packet would be 500 annas, or 5 annas for each letter, while the expense of sending the second packet would be 100 annas or 10 annas for each letter, though the distance in the latter case is only one-fifth of what it is in the former. Rates of postage regulated by distance are obviously unfair as regards letters dispatched under those circumstances. It is far more correct to say that the cost of conveying each letter varies inversely with the number of letters conveyed.

12. But further, all long routes are necessarily made of numerous shorter ones

Long routes consist of the aggregate of shorter ones.

and except in particular instances the establishment necessary for carrying the mails from one Post Office to another on any given line of road suffices to carry the mails from one end of the line to the other without any additional expense. An average rate of postage that will defray the cost of transportation on the short routes, will, in the aggregate, defray the whole cost of transportation, "and hence," as we find expressed in a report by the Assistant Post Master General of the United States of America "there is no reason, looking to cost of transportation as the only element of postage, for making any additional or further charge upon letters conveyed over the long distances."

13. The truth of this proposition is so clear as to be self evident, where only one runner is employed to carry the mails; and this is the

Illustration, single set of runners.

case on by far the greatest extent of Post-road throughout India. Between every two stations connected by postal communication, there must of necessity be maintained *at least* one set of runners, and it is therefore obvious that on a long line of road where the carriage of the correspondence, from one terminus to the other, requires no additional means of conveyance, no more expense is incurred than if the correspondence were confined to that passing from one intermediate station to another. Supposing, for instance, that the mails from Benares to Peshawur could be carried by a single set of runners, it would be absurd to say that letters sent from Benares to Peshawur cost the Post Office any thing in proportion to the distance. An establishment must be entertained to take letters as far as Attock, the next nearest station to Peshawur, and the only expense entailed by conveying them to Peshawur is the pay of the runners between those two places.

14. The proposition is almost equally true where, in consequence of the nature of the roads, foot runners only can be employed, but where

More than one set of runners.

the weight of the mails requires the employment of more than one set of runners, an instance of this is found on the northern road from Calcutta. On this road three wallets are dispatched every day from the General Post Office by three sets of runners. One contains the letters for Dum Dum, Baraset, Ranaghat, Kishnaghur and Merai. The other two contain the letters for Berhampore and the forward stations. At Berhampore the dawk is divided into three despatches, one to Bhagulpore, Purneah and other parts of Behar, another to Maldah and the stations in North-East Bengal and Assam, and a third to Baulsah and a few other stations in that direction. Now according to the principle above explained, the expense of carrying the first wallet is properly chargeable to the Dum Dum, Baraset, Ranaghat, Kishnaghur and Merai letters according to the distance of each Post Office from the one immediately in rear. The letters for Berhampore itself, which are usually sufficient to fill one wallet, are chargeable with the whole expense of one set of runners from Calcutta to Berhampore. The letters for stations *immediately* beyond Berhampore, on the diverging lines of road, are chargeable jointly with the expense of one set of runners from Calcutta to Berhampore and severally with that of one set of runners from Berhampore onwards. But the letters to more distant places are debitable *only* with the expense of carrying one wallet between each station and the one immediately preceding it. Thus the letters to Malda (the next Post Office beyond Berhampore on the North-East Branch) are chargeable with one-third of the expense of a set of runners from Calcutta to Berhampore, and with the whole expense of a set from Berhampore to Malda. But the letters to Dinagpore (the next forward station) are chargeable only with the expense of one set from Malda to Dinagpore, because the set of runners between Calcutta and Malda must have been entertained if Malda had been the terminal station, and no such place as Dinagpore had existed. In the same way, following this line of road to its extremity, the letters from Calcutta to Dibrugurh in Assam are chargeable only with the

expense of carriage from the penultimate station of Jorhant (a distance of 70 miles) while those from Calcutta to Berhampore are chargeable with the whole expense of one set of runners for 118 miles, and those to Malda with one-third of the cost of a set of runners for 118 miles and the whole cost for 73 miles.

15. The next case to be considered is that of a Mail Cart, the fastest, most suitable, and, with reference to speed, the least expensive kind of conveyance which the country affords, and the one which the Government has considered it expedient to adopt wherever the state of the roads renders it practicable to do so. The principal line upon which the Mails are carried in carts, is the Grand Trunk Road from Calcutta to Lahore. Now, to whatever point on this road the Government would consider itself bound to convey the mails from Calcutta at the same rate of speed as at present, upon the supposition that there were no stations in advance, the whole expense of conveying all the mails up to that point is chargeable upon the letters sent to that point, and no part of it upon the letters sent to more distant places. For instance, if the point be fixed at Benares, the letters to Benares should bear all the expense of carriage between that city and Calcutta, those to Allahabad all the expense of carriage from Benares to Allahabad, and those to Lahore all the expense of carriage from Umritser, *and no more*, though the distance between the two last mentioned places is only 35 miles. If the point be fixed at Burdwan, then, supposing that an equal number and weight of letters are dispatched from Calcutta to Burdwan and to Lahore, it is manifest that each letter sent to Burdwan, a distance of 72 miles will cost the Government more than each letter sent to Lahore, a distance of 1,214 miles, and as the letters to Lahore and the more distant stations in the Punjab are more numerous than the letters to Burdwan, the difference of cost on each letter is still further increased by that cause.

16. The only apparent exception is that of the lines of road from Bombay to Calcutta and Agra respectively, where an expensive establishment is kept up for the sole purpose of conveying the overland mails from one end of the line to the other. Here however a contrary principle, equally inimical to the charge of postage by distance, is brought into action. The conveyance of the correspondence between either end of

* *Note.* The thorough and intermediate correspondence on the road between Calcutta and Bombay, calculated on the returns of four weeks, is, for one year, as follows:

Chargeable Letters, &c.,	3,61,363
Chargeable Newspapers,	92,358
Service Letters,	1,28,805
Service Gazettes,	7,193

Total covers, ... 5,89,721

The postage chargeable on these covers to private individuals and public departments, at an uniform rate of $\frac{1}{2}$ an anna the $\frac{1}{2}$ tola for letters, and of 2 annas the $\frac{1}{2}$ tola for Newspapers would be about Rupees 75,000. The actual expense now incurred for conveyance on this line is Rupees 1,59,510

the line and any intermediate point in it, or from one intermediate point to another, costs absolutely nothing.* The whole establishment must be entertained for carrying the mails from one end of the line to the other whether there be any intermediate communication by post or not. The expense, moreover, beyond that of a single line of runners is incurred almost exclusively for the convenience of the Government and of the European portion of the

community; and as the aggregate length of the two lines makes but a small part of the whole length of postal communication in India, the peculiar circumstances above referred to ought not to offer any obstacle to the introduction of a system of postage devised for the benefit of the whole country.

17. It being therefore shown that the cost of conveying letters does not depend upon the distance to which they are conveyed, but rather upon the number of letters dispatched from and received at each Post Office, upon their weight, upon the mode of conveyance used, and upon the accidental circumstances that determine the various points along the several lines of road at which the whole bulk of the mails may be carried by a larger or smaller number of runners, or by a speedier mode of conveyance; and it having been also shown that the whole cost of conveying chargeable letters is but a small fraction of the postage levied on them; we are clearly of opinion that the adoption of an uniform rate of postage, if otherwise desirable, ought not to be denied to the people of India upon the ground of any supposed difference in this respect between the circumstances of this country and those of others in which a system of uniform postage has already been introduced.

Schemes of Post Office reform already submitted to Government.

18. The following schemes of Post Office reform appear to have been already submitted to Government.

1st.—The proposal of Mr. Tayler, the Post Master General of Bengal, to impose uniform rates of postage on letters and newspapers without reference to distance, combined with compulsory prepayment and the use of stamps. The rates first proposed by Mr. Tayler were 3 annas on letters and 2 annas on newspapers, but on a subsequent communication Mr. Tayler proposed 2 annas on letters and 1 anna on newspapers.

2nd.—The proposal of the Post Master General of Madras to adopt a scale of postage, graduated according to distance, the rates being $\frac{1}{2}$ an anna to all places within 100 miles, 1 anna, for all places within 200 miles, and 2 annas for all places more than 200 miles distant.

3rd.—The proposal of the Post Master General of Bombay to adopt an uniform anna postage on letters and newspapers.

4th.—The proposal of the Bombay Government to adopt an uniform postage of half an anna on the half tolah with additional half an anna for every extra half tolah.

5th.—The proposal of the Post Master General of the North West-Provinces to adopt an uniform postage of half an anna on one-eighth of a tolah, and an additional half anna for every additional eighth of a tolah.

6th.—The proposal of the Lieutenant Governor of the North-West Provinces to substitute a stamp on newspapers for the postage charge.

7th.—The Governor General Lord Hardinge's proposal to adopt a single uniform postage of one anna on every letter under $\frac{1}{4}$ tolah in weight, and half postage of 6 pies on every letter under $\frac{1}{8}$ in weight, the ascending scale of weight above $\frac{1}{4}$ tolah remaining as at present.

8th.—Mr. R. N. C. Hamilton's proposal to make the lowest rate of postage one anna on the tolah with additional rates according to distance, up to 8 annas on distances of 500 miles and upwards ; and to introduce compulsory prepayment and the use of postage stamps.

9th.—The Bombay Post Master General's proposal to equalise the rates of postage on imported and Indian newspapers and to make a charge for delivering newspapers imported by steamer in the Presidency towns.

10th.—Lieutenant Staple's plan for abolishing the detailed registry of letters ; for making the Post Office Clerks, Post Masters ; for adopting an uniform rate of one anna on all letters not exceeding half a tolah in weight ; for introducing compulsory prepayment and the use of stamps ; for the entire abolition of franking ; for appointing one Post Master General for the whole of India ; and for extending the Post Office system into Native States.

19. We may at once put aside the consideration of so much of any of the above schemes as provides for the adoption of a lower rate of postage than half an anna, or a smaller chargeable weight than one quarter of a tolah, either for the unit, or for the ascending grades of the scale. These excessively minute subdivisions of charge and weight have been proposed for the purpose of putting a stop to the practice of clubbing, that is, of enclosing two or more letters to different persons under one envelope, thus bringing under charge every letter sent through the Post Office ; and also for giving the native community the means of corresponding by post at the smallest possible cost. We are of opinion that the former object will be attained by means which we shall presently explain, and that any possible additional advantage in that respect, that might be gained by adopting so minutely divided a scale, would be neutralised by the labor and delay imposed on the Post Office establishment in determining the precise chargeable weight of each letter, and in dealing with those of extremely small size, as well as by the difficulty which the public would necessarily feel in ascertaining precisely the amount of postage to which their letters were liable. On the other hand, the average cost of conveying each chargeable letter being one-third of an anna,* and the expense of receiving and delivering

* Appendix A. No. 13. it considerably more, there seems no reason why the smallest and lightest letter should be charged at less than the present minimum rate of half an anna (equal to about three farthings) especially when it is not found that that rate interferes materially with the correspondence of parties residing within 100 miles of each other.

20. It will also narrow the question for discussion if we dismiss at once the consideration of all plans the basis of which is a higher rate of postage than one anna upon the quarter tolah. Because, even if the present ascending scale of weight were adhered to, (double postage being charged upon letters not exceeding one tolah; treble upon letters not exceeding one tolah and a half, and so on) a plan of uniform postage founded on this basis would have the effect of doubling the postage now charged upon 42,01,345 letters passing through the Post Office; of leaving it unaltered upon 24,45,552; and of lowering it only upon 34,60,500.*

* Appendix A No. 15. If the scale of weight were altered so that double postage should be charged upon letters not exceeding half a tolah, treble upon those not exceeding three quarters of a tolah and so on, the effect would be still more unfavorable, and upon heavy letters almost prohibitory. The financial result of the former plan would be a loss of about Rupees 6,00,000 on the letters now passing through the post, and it may well be doubted whether to the community at large the reduction of postage on long distances, would be an equivalent return for so serious an increase of taxation upon the bulk of existing correspondence. We may therefore assume with confidence that the Government will not entertain any scheme of postage of which the basis is *higher* than a rate of one anna on letters not exceeding a quarter of a tolah in weight.

21. In considering what plan of postage is best suited to the circumstances of India and most likely to conduce to the convenience of the public, the social, and commercial advancement of the country, and the ultimate financial advantage of the department, the difference between the circumstances of the European and Native portion of the community must be distinctly borne in mind. It must be remembered that the former are very few in number, but generally speaking, well educated and in affluent circumstances; that they are accustomed and inclined to social correspondence, for which, from being collected at particular stations throughout the country, they have great facilities; and are comparatively little hindered from indulging in it by the expense which it entails on them, being for the most part regardless of the pecuniary advantage which they might derive from a more careful attention to the weight of their letters. The natives on the other hand are incalculably more numerous than their European fellow subjects. Upon the moderate assumption that there are 2,000 natives for every European, and that not more than 1 per cent. of the former can read and write, still there must be 20 natives for every European who can correspond by the post without assistance, provided that the means of paying postage are within their reach, and that the receipt and delivery of their letters are facilitated. But they are poor, and though well inclined to correspond, greatly prevented from doing so by the present high rates of postage to distant stations, and still more by the distance which separates the mass of them from the nearest Post Office, and by the consequent trouble, expense, uncertainty, and perhaps loss, which the receipt and dispatch of their letters involve. The occupations in which large numbers of natives are engaged connected with the internal trade

of the country are such as naturally to render their correspondence on matters of business far more extensive than that of Europeans, the greater part of the latter being engaged in the service of Government and not under the necessity of writing letters except on their own personal concerns or those of their friends. With the improvement of the means of communication, extension of trade, and the gradual spread of knowledge throughout the country, the instructed and writing portion of the native community will continue to bear an increasing ratio both to the rest of their fellow countrymen, and to the European residents in India. But to the bulk even of these the amount they can afford to expend on the postage of their letters must ever be a matter of strict economical calculation. It may be regarded as certain that the utmost care will always be observed by the native community in keeping the weight of their letters within the minimum chargeable weight; and unless some considerable reduction is made in the existing rates of postage to distant places, they will continue to resort to ingenious contrivances for the purpose of saving expenditure under that head, or avoiding it altogether.

22 The comparative number of Native and European letters dispatched in the course of one week* from 39 of the principal Post Offices in Bengal and the North West Provinces, is shown in the margin.

Extent of European and Native correspondence

* Appendix A. No 16

	<i>Post</i>	<i>Bearing</i>	<i>Total</i>
Native,	11,794	24,746	36,539
European,	8,061	5,687	13,741
Total,	19,855	30,428	50,283

† Note — The number of chargeable inland letters dispatched in one year from all the Post Offices under the Post Master General of Bengal is 2,325,000 of which probably four-fifths, or 1,860,000 are Native letters, assuming the population of the Province in which these Post Offices are situated to be 10,000,000, it would appear that only one letter was written among 21 individuals in a year. In the United Kingdom each individual writes on an average 12 letters in the year.

It would appear from this that the Native letters are about 3 times as numerous as the European letters, but as the statement includes the General Post Office at Calcutta where the number of Native exceeds that of European letters by only one-third, the proportion for the whole of India is probably somewhat higher, even if only 4 Native letters are written for every one dispatched by Europeans, the circumstance indicates the existence of causes by which Native correspondence is practically restricted.†

23 Whatever reduction in the rates of postage may be determined on will of course benefit, though in different degrees, all ranks of society; but it is not to be expected, for the reasons above mentioned, that the correspondence of Europeans will very materially increase, or that the finances of the department can ever be seriously affected one way or another by the correspondence of a few thousand individuals scattered over a vast and populous Empire. It is to the increase of native correspondence that the Government must look not only for the support of the Post Office and the provision of means to promote its efficiency and extend its usefulness, but for all the beneficial results that have attended the establishment of a practically unrestricted communication by post in the United Kingdom and may be expected with equal or greater certainty to follow the adoption of a like measure in this country; greater, inasmuch as there is infinitely more room in India

for the extension of intercourse by letter, than there was in Great Britain in 1840 when the penny postage was established. It is therefore to a reform which shall chiefly meet the wants of the native community that the attention of Government must be directed.

24. Another most important consideration inseparably connected with the question of postage in India arises from the fact that the mails are for the most part carried by foot runners, and from the consequent necessity for confining the weight of postal correspondence within the narrowest practicable limits. Fortunately the habits of the people coincide in this respect with the necessities of the Post Office, and have been still further encouraged and confirmed since 1839 by the limitation of single postage to letters not exceeding a quarter tola in weight. Native letters are habitually written, and that without inconvenience, upon small scraps of the thinnest paper procurable, so that the chargeable weight of a quarter of a tola suffices to cover on all ordinary occasions the weight of a single letter. The actual weight* of 40,411 single letters posted at the Calcutta General Post Office was found to be 7119½ tolas or 29½ per cent. below their maximum chargeable weight. The average weight of each letter is therefore little more than

* Appendix A. No. 10.

two-thirds of a quarter of a tola. While then, for reasons already stated, it would be unadvisable to reduce the unit of weight below $\frac{1}{4}$ of a tola, it seems clear on the other hand that that weight is sufficient to meet the wants of the native public, and this circumstance, combined with the urgent importance of restricting the weight of letters, affords ample ground for the conclusion that the present maximum weight of a single letter is the most suitable that could be adopted, and that no change in this respect is desirable. One quarter of a tola is equal to $\frac{1}{17\frac{1}{2}}$ of an ounce,* or little more than one-fifth of the maximum weight of a single letter in the United Kingdom.

* NOTE —A tola is equal to 180 grains, of which there are 7,000 in the pound Avoirdupois.

25. Having determined the unit of weight, we have next to consider the scale by which increasing postage should be charged. It seems unnecessary to give more than a passing notice to the plan of charging postage according to the number of enclosures in a letter; for this has never been adopted in India, and has been altogether abandoned in the United Kingdom and in America on grounds which apply with greater force to this country than perhaps to any other in the world. The only advantage that might be expected to attend the adoption of this mode of charging letters, is the possible check it would impose on the practice of clubbing; but the check would be most uncertain in its operation, and susceptible of easy evasion by the simple expedient of writing the required number of letters on a single sheet. On the other hand it would occasion deep discontent in the minds of the public, and lead as it did in England "to a closer system of examination by the taxers than it seems prudent or humane to encourage."

Scale of weight.

Enclosures.

26. At present the interval between the maximum chargeable weight on single and double letters is three quarters of a tolah, that is to say;

Effect of existing interval between chargeable weight of a single and double letter.

a quarter of a tolah is the maximum weight of letters chargeable with single postage, and one tolah is the maximum weight of letters chargeable with double postage. Up to 1839 the maximum weight of a single letter was one tolah, and of a double letter two tolahs. The change was made at the suggestion of Captain Taylor, the Agent for Post Office Enquiries, simultaneously with a general reduction of postage which could not have been conceded without some considerable diminution in the weight of letters. It was thought, and rightly so, that a quarter tolah was a sufficient weight for an ordinary single letter, but it does not appear to have been foreseen that any inconvenience would result from leaving an interval between the weight of a single and double letter three times as great as the weight of the former. The consequence, however, seems to have been that the practice of clubbing, though we have no reason to suppose it has increased since 1839, has not diminished to the extent that was excepted. To the mind of a native, accustomed to regulate his expenditure by the minute differences of a shell currency, it appears unreasonable that the same charge should be made upon a letter just exceeding a quarter of a tolah in weight, as upon one weighing a full tolah; in other words, that the same charge shall be made for two articles, one of which is four times as valuable as the other. And this feeling has undoubtedly continued to encourage, to a certain extent, especially among the Mharwarree merchants, and persons in service at a distance from their homes, the practice of enclosing a number of small letters to the same place in one cover, the total weight of which is not allowed to exceed one tolah. It must not, however, be supposed that this practice is universal, or that the average weight of double letters approaches nearer to the maximum weight than in the case of single letters. On the contrary, the practice appears to be confined to particular classes of the people, and, in fact, the average weight of 23,299 double letters dispatched from the General Post Office at Calcutta has been found to be only 50½ per cent. of the maximum chargeable weight, or an almost inappreciable fraction

Appendix A. No. 10.

above ½ a tolah.*

Nevertheless it is an object of some importance to diminish as far as possible the tendency to this abuse, and as the figures above quoted show that no great inconvenience can be felt by the public by the reduction in the weight of a double letter from one tolah to half a tolah, while on the other hand it is of the utmost consequence to reduce the weight of the mails, and it does not appear that any great practical inconvenience will be felt in the Post Office by the adoption of an intermediate grade of chargeable weight, we are of opinion that the maximum weight of a double letter should be half a tolah.

27. We believe, speaking generally, that the result of this change will be

Effect of making the half tolah the chargeable weight of a double letter.

(especially if a low uniform rate of postage be conceded) that the bulk of native letters will be single and the bulk of European letters double; or, to speak more generally still, that those to whom the expense of postage is a material object will be careful to keep the weight of their letters within a quarter of a tolah, and that those who

are comparatively regardless of their expenditure will send their letters double. And this we conceive to be a plan the most acceptable to the community at large, and most advantageous to the department in every respect. The weight of a common sheet of note paper enclosed in an envelope of ordinary size and thickness is less than $\frac{1}{2}$ a tolah.

28. We do not advocate the adoption of a grade of chargeable weight intermediate between the half tolah and the tolah, because it appears to us that the object of preventing clubbing will be sufficiently met by limiting the weight of a double letter to $\frac{1}{2}$ a tolah. The number of letters weighing $\frac{1}{2}$ a tolah and upwards being inconsiderable compared with those of smaller weight, no useful end would be gained by further multiplying the grades of the scale and thereby increasing the labor of the Post Office. Moreover, as we propose to charge four rates, or quadruple postage, on letters of more than $\frac{1}{2}$ tolah, but not exceeding one tolah in weight, there seems no sufficient reason why the State should be deprived of any portion of the postage on those letters the weight of which does not exceed three quarters of a tolah. For the same reasons we propose to abolish all the half tolah grades of charge above two tolahs.

29. The following therefore is the scale of weight which we recommend
Plan proposed. for adoption.

On all letters not exceeding a quarter of a tolah in weight, ...	One rate.
—— weighing a quarter of a tolah and upwards, but not exceeding half a tolah,	Two rates
—— weighing half a tolah and upwards, but not exceeding one tolah,	Four rates.
—— weighing one tolah and upwards, but not exceeding one tolah and a half,	Six rates
—— weighing one tolah and a half and upwards, but not exceeding two tolahs,	Eight rates.
—— weighing two tolahs and upwards, but not exceeding three tolahs,	Twelve rates.
—— four rates being added for every additional tolah or fraction of a tolah.	

And we further recommend that, as at present, no letter exceeding twelve tolahs in weight be received at any Post Office for dispatch by dawk, except under special circumstances.

30. We have been unavoidably compelled to anticipate in some measure the question of rates of postage, and to assume that the Government are prepared to concede, if not an uniform rate, at least such a reduction of the rates on distances above 100 miles as will compensate the public for the alteration in the scale of weight. For if no reduction or only an inconsiderable one be intended, then it is obvious that the scale proposed in the foregoing paragraph will only have the effect of increasing the postage on all or nearly all letters weighing half a tolah and upwards, without any corresponding measure of relief, and to this it would be far preferable that things should remain precisely as they are. One of the principal objects of the revised scale is to offer the greatest possible inducement to the public to lessen the weight of their correspondence, in order to provide more certainly for the carriage of the increased number of letters that may be expected to ensue upon a reduction of the rates of postage; but, if the anticipated reduction be withheld no increase of correspondence can be looked for, and the necessity for imposing any further restriction on the weight of letters will not arise.

31. It has already been shewn that the cost of each letter to the State does not depend upon the distance to which it is carried, the expense of those which are carried to the greatest distance being frequently less than of those which are carried only a few miles. The number of chargeable letters which are now carried in one year throughout all India to places not exceeding 100 miles* is 4,201,345, or 41.57 per cent. of the whole number of chargeable letters passing through the post. Of these, 3,303,419 weigh less than $\frac{1}{4}$ tolah and are charged with postage at the rate of half an anna each. The number of chargeable letters carried to places 100 miles and upwards, but not exceeding 200 miles apart, is 2,145,552, or only 24.19 per cent. of the whole. Of these, 1,973,216 weigh less than $\frac{1}{4}$ tolah and are charged with postage at the rate of 1 anna each. Now if we take any given place in India, and describe around it a circle of 100 miles' radius and another circle of 200 miles' radius, it is obvious that the area comprised between the circumferences of the two concentric circles is very much greater than the area of the inner circle; and, as the area of circles increases in proportion to the square of the radius, it will be found, on an average of centres, that the former contains about three times the number of towns, and three times the population of the latter. If correspondence were unrestricted by rates of postage differing according to distance, it can hardly be supposed that the number of letters written from any given town in India to places situated in the more distant but three times larger area would be only one-half of the number written to places situated within the much smaller area immediately surrounding it. The number of letters will no doubt always be found to bear a certain ratio to distance, and in India, where the means of travelling are imperfect, and where inter-communication is barred by difference of language, this ratio will be larger than in other countries. Yet, after making every allowance for the circumstances which tend to increase correspondence between places in proportion to their nearness, it must, to

Conditional on reduction of postage.

Considerations in favor of uniform rate.

* Appendix A. No 15.

Effect of present rates on letters carried between 100 and 200 miles

say the least, be thought highly probable that in the instance before us the fact of the postage on a single letter being double in one case what it is in the other has a very considerable effect in repressing communication between places more distant from each other than 100 miles.

32. In like manner, the area comprised between the circumferences of 200 and 300 miles' radius to which the postage on a single letter is 2 annas, is five times as great as the area of the innermost circle; and yet the correspondence between places from 200 to 300 miles distant from each other is only one-fourth of the correspondence passing between places within 100 miles. Again the area of the belt to which the 3 anna rate of single postage applies, the breadth of which is 200 miles, is 14 times as great as that of the innermost circle, while the correspondence subject to that rate is only about two-sevenths of the correspondence subject to the $\frac{1}{2}$ anna rate. Some allowance must be made for the break of the larger circles, by the line of sea coast and the boundaries of foreign territory, but after all it cannot be doubted, even in this view of the case, that the present rates of postage operate as a considerable check on correspondence between distant places.

33. From the great difference between the number of letters conveyed to distances not exceeding 100 miles, and of those carried to distances not exceeding 200 miles, two important inferences may be drawn; first, that a rate of postage higher than half an anna on single letters under a quarter tola in weight does not meet the wants of the public or enable them to communicate by post as freely as they would in the absence of this restriction; and secondly, that if the postage on single letters sent 200 miles and upwards were reduced to one anna, they would not be likely to increase more than one-half as much as if the postage were reduced to half an anna.

34. Uniformity of postage, without reference to distance is recommended by its simplicity, by its fairness, and by the facilities it gives for the introduction of other improvements into the department. Combined with a low rate of charge, it forms the conspicuous and chief benefit which the monopoly of the carriage of letters enables the Government to confer upon the whole body of its subjects, by almost annihilating distance, and placing it within the power of every individual to communicate freely with all parts of the Empire. It makes the Post Office, what under any other system it can never be, the unrestricted means of diffusing knowledge, extending commerce, and promoting in every way the social and intellectual improvement of the people. It is no longer an experiment, having been introduced with eminent success into the United Kingdom, as well as into the United States of America, France, Spain and Russia. It is advocated by every officer of experience connected with the department in India, and by every individual who has been consulted in the course of this enquiry, and it has already been recommended by three out of the four subordinate Governments.

35. We proceed to adduce some of the voluminous evidence and opinions we have collected as to the effects of the present rates of postage on correspondence, the modes in which they lead to evasion of the duty, and the probable consequences of adopting a low uniform rate of postage on letters without reference to distance.

Evidence.
36. Mr. Tayler, the Post Master General of Bengal, is of opinion that the present rates of inland postage undoubtedly prevent the public from writing letters which they would write if the rates were lower.

Mr. Tayler's opinion
37. Mr. Riddell, the Post Master General of the North-West Provinces, an officer, whose intimate knowledge of the details of the department and the close attention he has paid to the means by which the Post Office may be made most largely available to the native public, entitle his opinion to special regard, writes : " I consider that the present rates of postage act as a bar to correspondence. All classes are affected by them, but especially the poorer natives at a distance from their homes. There is scarcely any limit to the increase which may rationally be expected if Government will grant the boon of a low uniform postage. The enquiries which I have made since 1846 have satisfied me that the best rate would be $\frac{1}{2}$ an anna for each quarter tolah. It is not fair to assume that correspondence will not increase, and then calculate the loss to revenue on a reduction of postage. It can be proved with almost mathematical certainty that the correspondence of the country is now kept down by the restrictions placed on it. The comparatively large number of half anna letters prove that a low rate of postage induces correspondence. Of the large number of Post Offices which have been opened since I received charge of the office of Post Master General, North-West Provinces, there is not one which does not pay its own expenses. I would particularly draw attention to the number of letters posted at towns in which there are no European residents ; the postage collected is generally not so large as where there are even a few Europeans, but the number of letters is comparatively greater. You will observe, however, that at those towns a very small proportion of letters pay more than one anna as postage. With an uniform rate of postage the number of Post Offices would be largely increased, and the revenue would reap the benefit of the distant correspondence of which it is now in a great measure deprived by means of the present system of clubbing."

Mr. Ravenscroft's opinion
38. Mr. Ravenscroft, the Post Master General of Bombay, considers that the present rates of inland letter postage prevent the public from writing letters, which they would otherwise write. He is of opinion that the poorer classes of Europeans and Natives, who have not the means to pay the present heavy postage rates, are the class of person chiefly affected by such prevention, the high postage for long distances amounting almost to a prohibition against communication.

He further states: "the basis of Postal improvement in this country must unquestionably be, if not the adoption of one uniform rate of postage, at least the adoption of reduced rates; compulsory prepayment of postage, or the use of stamps; the abolition of the privilege of franking, and of all exemptions from postage, whether in favor of individuals or of institutions; and the introduction of a more simple system than that which now exists, and which, from its complexity, has not only not answered the expectations of the community, but has, it is to be feared, opened a wide door for fraud on the part of the subordinate Postal functionaries."

"A uniform rate of postage, without reference to distance, will no doubt involve a large sacrifice, perhaps greater, than may be consistent with the resources of the State; considering that the Postal Revenue of this Presidency is very much less than the charges. The considerations which led to the adoption of the penny postage in England do not apply to India, and I think it would be in vain to expect that such a measure would be attended in this country with the same results which have been produced in our Native Land. Yet there can be no doubt that a reduction of postage here will have a tendency to increase correspondence amongst Europeans and Natives, especially if greater facilities are afforded to the people to post their letters; and, if the suggestions in this communication be adopted, I am hopeful that Postal reform will not cause such a large sacrifice of revenue as is now anticipated."

"A sliding scale of postage, according to distance and weight, would, I think, be perpetuating the worst features of the present objectionable system, and I am therefore of opinion that postage should be levied according to weight only and without reference to distance."

The Bombay Chamber of Commerce state that, "there is a general impression among Members that it would be proper and advantageous to reduce the rates of postage charged at present on private letters, especially on those coming from long distances;" and generally, all parties, who have been consulted concur in the expediency of lowering the present high rates for long distances, and consider that a great impetus would be thereby given to correspondence.

39. Mr. Bennett, the Deputy Post Master General of Bengal, is of opinion that the present rates of postage prevent the public, and especially the poorer classes, from writing letters and sending communications which otherwise they would write or send, and lead them to evade the payment of postage in various ways.

Mr. Bennett's opinion.

40. The Post Masters in all the Presidencies are, with very few exceptions, unanimous in opinion that the present rates are far too high, and that they operate as a serious check on correspondence in general, and especially on that of Natives in service far from their homes, of Mhaikwarree and other Merchants and Traders, and of Military Officers.

Opinion of Post Masters.

41. The Madras Chamber of Commerce, as a body, warmly advocates reduced rates, and an universal scale for distance; and many of its Members, as individuals, have recorded their opinion that the present rates press heavily on the Natives, and that their own mercantile correspondence would be enlarged under reduced Postal charges. The Collectors and Magistrates of that Presidency, who, from their constant daily intercourse with all ranks and classes, have more ample means than fall to the lot of other public men of ascertaining the wishes of the people, and of becoming acquainted with their wants, and who from being generally Ex-Officio Post Masters have the best means of forming opinions upon the question, have very generally expressed their opinions in favor of a large reduction of postage. They entertain no doubt that such a measure would be hailed as a great boon by the people, and be followed by a considerable increase of correspondence. They consider that present rates for long distances are more or less obstructive to Europeans and weigh heavily on the Native community; and they anticipate that their reduction would be powerful for good, in promoting a free interchange of communication between all classes. And all the Natives of the Madras Presidency who have expressed an opinion, have given it decidedly in favor of reduction.

42. The Trades Association in Calcutta report that correspondence among the Members of their own body is affected by the present rates of postage, and that under an uniform rate, even of an anna upon the quarter tolah, it would probably increase in various degrees up to tenfold. They are further of opinion that the correspondence of all classes is similarly affected, and especially that of the poorer sort of Natives in service at a distance from their homes, which, owing to this cause, and to defects in the system of delivery is rarely sent through the Post Office.

43. The replies of numerous private persons who have been consulted and examined upon the subject are concurrent to the same effect.

44. Pestonjee Dhunjeebhoy, a partner of the Parsee firm of Dossabhoy Framjee Cama and Co., in Calcutta, states that all the letters sent by the firm to parties in Bombay are enclosed in their letters to their correspondents there. If they were to send each letter separately, the postage would be much heavier. When news affecting the price of Opium arrives from China, or on an Opium sale day, they have to send circulars to several persons in Bombay. These they lithograph on slips of thin paper, and send under cover to their correspondents by whom they are distributed. They sometimes send as many as 50 or 100 of these slips in one letter. If an anna were charged on each letter not exceeding $\frac{1}{4}$ tolah, the firm would certainly send all their letters separately, and not think of enclosing them to their correspondents. The number of letters would also greatly increase.

45. Baboo Ram Anund, Gomashta of the house of Tarrachund Gunessam Doss, of Calcutta, Bankers and Merchants, states that at present the

Baboo Ram Anund.

practice of the firm is to enclose all letters for the Upper Provinces in a letter to their correspondent at Benares, by which means a considerable amount of postage is saved. It would not be worth while to do this if the postage were reduced. If the rate were one anna on every letter not exceeding $\frac{1}{4}$ tolah, the correspondence of the firm would be at least four times as great as it is at present. To places where they now write once a week, they would write daily, and letters now sent under one cover would be posted separately. The present rates of postage affect the poorer classes who leave their homes at a distance and come to Calcutta for employment. These people correspond with their families as often as they can, but are quite unable to pay the postage themselves. The firm pays the postage on the letters of its servants. All those who reside in the same village are made to write on small pieces of thin paper, so that the whole when enclosed in one cover may not exceed $\frac{1}{4}$ tolah. About 30 or 40 of these bundles are sent every month. The correspondence of these people would greatly increase if the postage on each letter were reduced to an anna. Every man would write separately, and at greater length, and more letters would be written. A similar increase would take place in the number of letters sent to them from their homes. There are a vast number of persons of this description in Calcutta whose correspondence would greatly increase if the rates of postage were reduced. There are also many small dealers in Calcutta who are less able to bear the expense of postage than this firm, and to whom a reduction is an object of greater importance.

46. Moonsthee Ameer Ali, a Vakeel of the Sadder Court in Calcutta, states that he writes to his clients as often as he has occasion to do so,

Moonsthee Ameer Ali.

charging them with postage. If the rates were lower his clients would probably write to him more frequently, and he would have to answer their letters. His servants, who mostly come from Behar, are prevented by the present rate of postage from writing to their friends, and generally ask him to enclose their letters, which are written on small scraps of very thin paper, in those which he writes to his own relations. They would write oftener to their families if the postage were lower, as those whose homes are within 100 miles from Calcutta constantly do.

47. Baboo Nilruttun Haldar, a resident of Calcutta, states that the rates of postage for short distances are considered very light, and

Baboo Nilruttun Haldar.

that people are not in the least prevented from writing by them. But to places as distant as Patna, and to the whole of the Upper Provinces, the cost of sending a letter checks correspondence. He has a brother at Benares whose family reside in his house at Calcutta. They would write to him every week if they could, but, as the postage is 6 annas they are precluded from writing oftener than once a month. He has also correspondents at Lucknow and Muttra, but the postage being 8 annas and upwards, he does not communicate with them as often as he wishes.

48. Baboo Nihal Chund, a jeweller and cloth merchant of Moorshedabad, states that he is prevented by the present rates from writing to his correspondents at Mirzapore and Benares as often as he would wish. He is now in the habit of putting off writing to his Agents until he has collected instructions for several days. If the rate were lower he would write much more frequently, in short whenever he had any thing to write about.

49. Baboo Sookmul, of the firm of Nelaichund Sudechund, of Moorshedabad, Bankers and dealers in Bills of Exchange, states that the business of the firm with distant places is very limited, and that hence a reduction of postage on letters to distant places would not lead to much increase in their correspondence, but the personal correspondence of those who live at Moorshedabad and in other parts of Bengal, but have left their relations in Rajpootana, would greatly increase. He has himself many relations at Bikaner to whom he writes occasionally, but as he cannot afford to send his letters separately, on account of the postage, he usually gets a friend who happens to be writing to Bikaner to enclose his letter in the same cover. If the postage were reduced to one anna he would write four or five letters every month instead of one every two or three months. There are several hundreds of such persons at Moorshedabad and many at Rungpoor, Dinagepore, and other places, all of whom would undoubtedly write many more letters by the post if the postage were reduced to one anna. Letters written to these people by their friends in Bikaner are now sent enclosed in packets not exceeding a tolah in weight. Every one of these would be sent separately if charged only one anna, and where one letter is now written by post, five or six would go.

50. Baboo Hurruckchund Sahoo, of Benares, Banker, states that although his correspondence might not be affected by a reduction of postage, yet that those to whom a few annas is a consideration are prevented from writing by the present rates, and that, if they were lower, the correspondence of such persons would undoubtedly increase.

51. Baboo Obhyram Mharwarce, the Goma-hita of the wealthy firm of Lucknecchund Radhakishen, of Muttra, states that he sends about 80 or 100 letters by post every month. Formerly, when the King of Lucknow's and Poorun Mull's dawks were in existence, he used to write 30 or 40 letters every day; but since they have been suppressed he has been obliged to contract his correspondence in consequence of the heavy rates of postage. Letters used to go by Poorun Mull's dawk either for 1 anna or 1½ anna, according to distance, but now a ¼ tolah letter to Jyepoor costs 4 annas, and to Bombay or Lahore 6 annas. If half an anna were charged on all letters not exceeding a quarter of a tolah in weight, his correspondence would greatly increase. Many more letters would be written and an immense number, which are now enclosed in others, would be sent separately. At present, hoondies coming from a distance are not separately acknowledged, but the custom is to wait until several have arrived from the same

quarter, and then acknowledge them at once. The letters of poorer people would vastly increase. At present those living at a distance from their homes are deterred from writing except when they can get their letters enclosed in those sent by some other person.

52. Mr. J. G. Gordon, Agent at Benares, for the General Steam Navigation Com-

Mr. J. G. Gordon.

pany, states that, by the rules of the Company, parcels are not deliverable except on presentation of Bills of Lading, one of which is given in Calcutta for each package shipped. But the shippers, in order to save postage, frequently do not send these bills to their correspondents at Benares, but furnish them with a list of the packages with numbers and marks, which the correspondents present to the Agent at Benares in order to obtain delivery. He usually complies with a demand made in this way by known respectable persons, but many he is obliged to refuse. If the postage were lower, these Bills of Lading would be sent by post invariably. He further states that the rates of postage prevent Mahajuns and others from acknowledging the receipt of remittances. He has Agents at Cawnpore and other places who draw bills on him. These bills are bought by Native Mahajuns, and remitted to Benares where they are presented to him for payment. But in order to satisfy the remitters that the bills have been paid, and so to ensure the ready sale of future drafts, he is obliged to return the acknowledgments of the holders to his own Agents that they may be shewn to the remitters.

53. Bucktaur Mull and others, Mahajuns of Mirzapore, state that it is now

Mahajuns of Mirzapore.

the practice for several houses to combine daily and make up packets of letters for the same place so that each packet shall weigh a little less than 1 tolah. Each of these packets contain from 6 to 10 letters, all weighing less than $\frac{1}{4}$ tolah, which would be sent separately if the postage was only 2 pice. They are now daily beset with applications from persons to enclose small private letters in those which they send on business to distant places. These they would refuse if the postage were lower, and especially if the scale of weight ascended by $\frac{1}{4}$ tolahs.

54. Kunhaya Lall and others, Merchants and Bankers of Agra, state that great

Mahajuns of Agra.

increase of correspondence will follow a decrease of postage to $\frac{1}{4}$ anna the $\frac{1}{4}$ tolah for all distances. This was the rate at which the old Hindoostance dawks carried letters, and then many more were written. At present it is a common practice among Merchants to put off writing letters until there is an accumulation of intelligence to communicate, instead of writing every day as would be the case but for the present rates of postage. The present rates of postage are peculiarly oppressive to the poorer classes. Numbers of persons, who leave their homes in search of employment, are unable to communicate with their families during their absence. It is only when several people from the same village happen to be at the same place that they write letters, and then they club together and put several letters under one cover, or write them on the same sheet.

55. The Merchants of Bhownagar and Sirsa state that the number of letters would increase four or five fold, if an uniform rate of half an anna were charged for all distances; and this opinion is generally entertained by all the Native Merchants of the North-West Provinces who were consulted on the subject.

56. There is one source from which correspondence under a low uniform rate of postage may be expected largely to increase, and that is the issue of circulars by tradesmen and persons in business, especially at the presidency towns, to residents in the interior of the country. Among many others who have given their testimony on this point we may allude to Messrs. R. C. Lepage and Co., and Messrs. W. Thacker and Co., Booksellers of Calcutta, the former of whom state that circulars, notices, advertisements and correspondence of this kind would be increased, whereas under the present system the Post Office is in a measure closed against such communications; and the latter say that they would send out at least four times as many circulars as they do at present. Messrs. D. Wilson and Co., Provisioners, state that they would adopt this mode of addressing their customers, instead of advertising in the newspapers, and that the number of their circulars would probably reach 3,000 monthly.

57. We may here mention more particularly the principal modes by which the payment of postage is ordinarily evaded. They are the following:

- | | |
|----------------------|---------------------------|
| 1. By Clubbing. | 3. By Banghy Parcels. |
| 2. By Private Dawks. | 4. By Private Messengers. |

58. The clubbing of letters has become in Bombay itself, and in many of the large towns of the interior of that Presidency, and of the North-West Provinces, a regular trade, in which a number of persons, who call themselves Native Post Masters, engage. These parties collect letters, and open shops for their receipt, to all parts of India where they have agents. These they make up into packets for dispatch, and forward through the regular Post Office; receiving in like manner packets addressed to them, containing a number of separate letters, for distribution among those who employ them.

59. Mr. Ravenscroft, the Post Master General, thus describes the system:

“ There are in Bombay six Parsees, who daily attend at this Office at regular hours, and call themselves Native Post Masters; these men make a decent livelihood by the clubbing system. They receive large packets (some of them containing 50 and 60) of letters, on which the regulated postage has been either paid or charged

" according to weight. The letters enclosed therein are delivered according to weight.

* In Bombay 40 "Wals" go to the tola.

" 3 wals* are liable to one pie, and so on in proportion, and

" when it is considered that this rate is very low, within the

" means of the poorest man, and that the Natives generally

" correspond little except on matters of business, and then as briefly as possible, it

" seems beyond the power of the State effectually to check the practice."

* "The only remedy that suggests itself, (and that may be considered illiberal and objectionable in the present day) is to declare that a person delivering a letter or letters received through this or any other Post Office, under cover to his address, for any money payment, or for any consideration whatsoever, shall be fined for every letter found to be so delivered in the sum of 50 or 100 rupees; one-half or two-thirds of the fine going to the informer. A few examples would tend materially to check the practice, and perhaps in time might put an end to it."

" With regard to out stations, where the clabbing system is carried to a much greater extent than here, it has been suggested that 'Receiving Houses' be established in the principal towns, so as to afford greater facilities to the Natives to post their letters "

" It has likewise been proposed that the Warria, or Receiving Houses, established by Native in many of the principal towns in the interior, be licensed. At these houses the Natives post their letters at a reduced postage, and these are made up into packets, and regularly forwarded through the Government Post Office. The licensing system could not be introduced except by a legislative enactment, for it would be useless to license certain houses unless the Government had the power legally to prevent others being established: and such a power, I do not think, would be conceded."

And Mr. Harrison, the Post Master in Guzerat, reports on the subject as follows:

" There are at present four Receiving or Warria Houses in active operation in the

" city.* These belong respectively to Rowland Kheemchand, Ahmedabad.

" Heera Mansing, Temooljee Byramjee and Cowasjee Fur-

" doonjee. They do not appear to have been established under the sanction of any competent authority, nor can the date of their establishment be ascertained, with any degree of accuracy, but accounts agree in stating them to be in existence for very many years; hence, probably, having received the uninterrupted sanction of time, and the countenance of the authorities for the time being, they have attained their present importance." The nature of their transactions is briefly explained. " These Warrias are unconnected with each other, in fact to all appearances, are inveterate rivals, each seeming to do his utmost to crush the other, in order to monopolize as much more of the business as he can. They keep up an establishment of under-

"strappers, who go about daily, collecting letters throughout the Town; these are
 "then made up into packets in time for dispatch by the ordinary dawk to the address
 "of their several Agents at Bombay, Surat, Deesa, Baroda, Ajmere, Palloo, &c. These
 "packets vary in weight from one to ten tolas and more, and contain each from ten to
 "eighty letters more or less. The lowest weight recognized by the Post Office Regu-
 "lation is a quarter tolah. The generality of Native letters weigh infinitely less than
 "this, indeed written as they generally are, on remarkably thin small pieces of paper,
 "they often weigh no more than a *Wal* or the 32nd part of a tolah, yet are charge-
 "able at Postal rules, with half single or quarter tolah postage. With a view therefore
 "to avoid this and similar charges, the senders of such letters, instead of posting them
 "directly in the Post Office, resort to the Warria Houses, where they are only charged
 "at so much per *Wal*, which is prepaid, and I believe a further charge of a quarter
 "anna on each letter, irrespective of weight, is made by their agents, on its delivery.
 "Thus, for instance, on a letter of six *Wals* weight, to Bombay, for which we would
 "charge 3 annas as within quarter tolah, 7 pice are only levied by the Warria; on one of
 "10 *Wals*, for which we would charge 6 annas as above quarter tolah, 11 pice are only
 "levied by the Warria, and so on. In short they have a regular table of standard
 "charges in proportion to weight, for all letters, wheresoever sent, which is perfectly
 "well understood amongst the natives. The saving that is effected to the senders of
 "these infinite small advices, by this arrangement, is comparatively immense in
 "the aggregate, and the patronage these Warriars meet with in consequence eventually
 "result in corresponding profits. This is what may be said to be an outline of the
 "extent of what the Warriars do for themselves and the community. As regards the
 "Postal Department, the arrangement in question is one of the most objectionable in
 "its present working that can well be imagined, for just in proportion as it affords a
 "saving to the native correspondents and profit to the Warriars, it is injurious to, and
 "detracts from the Postal Revenue; as, were it not for the facility offered by these
 "houses for the transmission of such letters, as above described, at such small cost, in
 "the way mentioned, it is evident the transmitters of them would, as the only
 "opening for ready communication, have to flock to the Post Office, and be glad
 "of the opportunity; when the regulated postage that would be realised on their
 "letters, small and large, would, of course, very favorably augment the Postal
 "Revenue."

"The profits to the Warriars according to the system just described, consist in coin
 "or its equivalent; but to illustrate how they are derived, and from whom, we will,
 "for instance, suppose that a packet containing eighty letters sent by as many persons,
 "and weighing 320 *Wals* or ten tolas, was dispatched from this to Bombay. Suppose
 "at the rate of one pice per *Wal* on each letter was charged by the Warria from the
 "senders, which would in all bring him 320 pice, or the sum of Rupees 5. The post-
 "age on this packet would be Rupees 3-12; deduct this amount, as paid by the
 "Warria for its transmission, from the Rupees 5, will leave Rupees 1-4-0, and to this
 "sum the further charge of a pice on each letter on delivery, or Rupees 1-4-0, on 80
 "letters, gives the Warria a clear profit of Rupees 2-8-0, whilst it saves some 12

" Rupees to the senders, and deprives Government of as many on a single packet, only of 10 tolahs ; and there is not a day that passes but what each of these four Warriass do not post more than one such packet, indeed the major part of the income on the " Outward Paid" side in this office, is comprised of the payments made by these Warriass. Now, if each of these eighty letters were obliged to be sent separately through the Post Office the total amount of postage leviable on them would be Rupees 15, and how many such fiftens may not be calculated upon, were it not for the hurtful tendency that the practice, so acutely devised and so boldly put into force by these Warriass, has to our Postal arrangement."

60. Mr. Ravenscroft gives a statement, exhibiting an estimate or approximation of the number of clubbed letters. &c., posted and received at some of the Post Offices* in his range for five months, from which it would appear that during that period, in five Post

* Appendix A. No. 19.

Offices under his control, 5,484 packets, containing 1,008,511 letters, or about 20 letters to each packet, were received, and 4,428 packets, containing 1,008,603 letters, or a little less than an average of 25 to a packet, were dispatched. The Post Master at Indore states " I am personally a witness to the clubbing practice which is carried on systematically at Indore. Not a mail comes from Bombay in which enclosures to the extent of from 12 annas to Rupees 1-8 are not sent to well known individuals in the city of Indore, and so well aware are they of the inapplicability of the present regulation to them that the names of the self appointed Post Masters are printed on their covers " .

61. A Post Office Committee, which was assembled in Bombay in 1837, in allusion to this subject, stated that they were of opinion that these Native Post Masters relieved the department from much trouble, in the delivery of letters to obscure persons, whom it would be difficult and sometimes impossible to find; they recommended that packets to the address of Native Post Masters should be charged postage in a rapidly increasing ratio, so as to make the amount received approach nearer than it now does to the postage, which each letter would bear in its detached state. The following is the rate they recommended :

1	Tolah	weight	to be considered	a single letter,
1½	Ditto	ditto	ditto	a double ditto,
2	Ditto	ditto	ditto	a triple ditto,
2½	Ditto	ditto	ditto	quadruple ditto,
and so on in like proportion.				

62. The practice of clubbing letters has been recognized by Government, as appears from a letter from the Secretary to the Government of India to the Chief Secretary to the Government of Bombay, *Practice recognized by Government.* No. 515, dated 18th October 1837, in reference to the petition of a Parsee named Merwanjee Furdoonjee, one of the persons engaged in the trade; "

in which it is stated that he "will be entitled to send parcels of letters by the Government Dawk, paying according to the weight, and to receive remuneration for the local distribution, which is quite a different thing from conveying letters by dawk for hire on his own account."

63. In considering the question of letter postage it has been already stated that *Means of preventing it.* it would not be expedient to make the postage of a letter depend on its being written on a single sheet, not containing any enclosures. The introduction of the $\frac{1}{2}$ tolah weight between the present $\frac{1}{4}$ and 1 tolah will have the effect in some degree of remedying the evils above described; but it will not be feasible, nor would it be equitable, to adopt in respect to such packets a different rate of charge from that applicable to covers in general; and no scale could be devised, which should have the effect of bringing each letter under taxation, so long as letters can be written on such extremely fine paper as to admit seven letters and a hoodoo within the weight of a $\frac{1}{2}$ tolah, which the Post Master General of Madras reports has actually occurred.

64. It cannot be doubted that this practice has been occasioned in some degree by the absence of facilities for posting* and receiving letters by the Native community. In many of the large towns in the Mofussil there are at present no Post Offices open to the public, and no deliveries of letters are made by the state; and in others the wants of the Native population are disregarded, and large cities left unprovided with receiving houses, or with an adequate number of delivery peons. Under these circumstances the Native Post Masters cannot but recommend themselves to the community, by calling for their letters at their own homes and delivering those received for them by post; thus relieving them of the necessity of wasting the greater part of a day in posting a letter at the Government Office, or of waiting there in the expectation of receiving one. When the requisite facilities have been afforded and postage reduced, in the manner proposed, there can no longer be any occasion to recognize this traffic in the receipt and delivery of letters; but the exclusive privilege of collecting and delivering, as well as of carrying for hire, should be secured by law to the Post Office.

65. The establishment of private dawks is another way in which postage is evaded. Some of the Postal authorities of the Mofussil have *Private Dawks.* stated that in their opinion private dawks exist, but they have not for the most part, been able to bring forward any specific instances. There are many such dawks in States bordering on our Territories; but these do not come within the Act, which secures to the Governor General of India in Council the exclusive right of conveying letters by post for hire from place to place *within the Territories of the East India Company.* Most of the Native Powers have their own dawks, some of

which pass through portions of our Territories; but in their own Districts, as above stated, these dawks do not come within the provisions of the law.

66. The Post Master General of Bombay says on the subject of private dawks:

In Bombay. "I have not been able to ascertain the number of these dawks which now run within my range. There are a great many of them in various parts of the country, and there can be no question that they are very prejudicial to the Government Postal Revenue. It is extremely difficult, if not impossible, to bring home to the parties concerned the offence of carrying letters for hire, and thus make them amenable to the provisions of Act XVII. of 1837.

"Wealthy and influential merchants, extensively engaged in opium and other mercantile transactions establish these dawks for the conveyance of their private correspondence by horsemen and foot runners; and as time is of consequence to them, a gain of 10 minutes may materially affect their speculations. These dawks are represented to travel at a much better pace than that at which the Government Post runs, and they thus secure to the merchant, what is so much desired by all, quick intelligence and secrecy in his transactions."

"There can be no doubt that other individuals of the community establish these dawks with the view to secure a livelihood; light postage, regulated according to distance, and responsibility for the *safe delivery* of letters and parcels, being their chief recommendations to the patronage of the Natives."

"I am not aware that any scheme can be devised to put down these dawks, unless it is by a legislative enactment, to which the Government of India has already objected. Greater perfection in our Postal arrangements may have the effect of diverting to the Government Post many letters which now go by private dawks; but no means that can be adopted, short of the strong arm of the law, will effectually effect their suppression."

67. The only Native dawk* to be found in any part of the Bengal Presidency is

Nizamut Dawk. the Nizamut Dawk, which runs between Calcutta and Moorshe-
** Appendix A, No. 18.* dabad. This is maintained by the Nawab Nazim as a matter rather of State than of convenience, and is said not to be avail-

able except for His Highness, the members of his family, and those connected with the palace; but as no postage is charged, the privilege is freely used, and no doubt, to a certain extent, to the detriment of the Post Office revenue. It appears from a statement furnished by the Governor General's Agent at Moorshe-
** Appendix A, No. 18.* dabad* that the Nizamut Dawk is maintained at a monthly cost of Rupees 197-4-7, that it conveys letters from Calcutta to Moorshe-
 dabad in from 50 to 60 hours (a considerably longer time than the Government Dawk takes to perform the same distance,) and that the number of packets conveyed by it in one month is 1,063. The Post Office Committee of 1838 recommended that this establishment should be declared illegal and abolished; and in this we fully concur.

68. The Post Master General of the North-West Provinces writes—"No private dawks exist, as far as my knowledge extends, on any line in *In the North-West Pro-* British territory on which there is a Government establish-
vinces. ment; but almost all of the Native States have dawk lines which are more or less made use of by private individuals. These dawks are slow and unsafe, but are cheap and therefore preferred."

69. In Oude, dawks are maintained by the King for purposes of Government, between Lucknow and the principal stations; but these are not available for the correspondence of the public. On the lines of dawk established by the British Government in the Oude territory, the King's dispatches are carried free of postage.

70. From Bhewanny, in the district of Rohtuck, letters are conveyed, at a small charge, to Bikaner and other places in the desert part of Rajpootana, by a contractor who pays to the Post Master General of the North-West Provinces an annual sum for the exclusive privilege, although the letters are not conveyed through any part of the British territories, nor has the Post Master General the power of punishing any infringement of the monopoly. The payment made by the contractor in 1850 was Rupees 600, and an offer was made of Rupees 1,725 for the current year. "It seems," says the Post Master General of the North-West Provinces, "that the heads of the Bewanee houses (who have also houses in all the chief marts in Hindoostan) live at Chooroo Ramgurr, or Luckmungurr, in the Shekawatee territory. The contractor has a line of runners placed between Bewanee and Ramgurr and Luckmungurr, and from those places letters are forwarded to nearly all the chief towns in Rajpootana. The present contractor was selected by the united suffrages of the punches of the Bazars of Bewanee, and they strongly object to the contract being given to any other person; and it is evident that if the present system is to continue, their wishes must be attended to."

"The charge made by the contractor is one pice for any distance within seventy cosses, and two pice for any greater distance. There is no limit to the weight of each letter. Letters are conveyed slowly and irregularly, and were our rates of postage reduced, the Bewanee merchants would wish that more efficient lines of communication should be opened. As, however, there is so great a difference between the postage they now pay, and that they would have to pay if a Government dawk were established, they begged that the present system might continue for the present." This dawk must be considered rather auxiliary to, than in competition with the Post Office; but the merchants of Sirsa and other places are reported to be dissatisfied with the present system, which places them at the mercy of the Bewanee contractor, and are anxious that a Government dawk should be established from Bewanee to Ramgurr, Luckmungurr and Ajmere. The Post Master General is about to address the Government of the North-West Provinces on the subject.

71. No organized system of private dawks is known to exist in the Government districts of the Madras Presidency, and none are believed by the *Madras.* Resident at Hyderabad to exist in the Nizam's country. That officer states that, with respect to the Cirkar dawks, any letters they bring in for soldiers or

officers residing at Secundrabad, are invariably transmitted by the Nizam's Government through the channel of his office, and that he has reason to know that none are thus transmitted excepting those which come from villages at a distance from the public road, and which, if not thus forwarded, could not be sent at all. The Travancore Cirkars have a dawk of their own, by which letters and packets may be sent *free* along the principal lines of road; but the Resident states that the Natives in general prefer the Government post for their letters and petitions, as more secure and more expeditious. A few East Indians use the local post, and Europeans also for the transmission of heavy packets. The Post Master at Jaulnah lately reported to the Post Master General that an individual had opened an office in the cantonment, where he collected letters and forwarded them in packets through the regular Post Office at cheap rates of postage; but as there was in this proceeding no breach of the law, nothing could be done to put the system down. The Post Masters generally represent the people as in no way distrustful of the Government Post, to which they would more willingly confide their letters, than to each other for conveyance by private hand.

72. Another way in which postage is evaded in the Bombay Presidency is by

Banghy parcels.

employing the banghy post (when it travels with the letter mail, as is the case between Bombay and Poona, by mail cart, and between Bombay and Kurrachee, and the Ports on the Malabar coast, by steamer in the fair season) for the conveyance of packets of newspapers, instead of sending them posted separately by the letter mail. By Table V. of Schedule C, appended to the Notification published by the Government of India under date 14th August 1839, packets of newspapers, not exceeding 40 Tolahs in weight, can be carried by the public banghy for a distance not exceeding 100 miles, for 2 annas. Newspapers are now sent from the printing Presses in Bombay made up into packets of 40 Tolahs each at a cost of 2 annas, addressed to an Agent at Poona, who distributes

NOTE.—The weight which the mail cart can carry is 200 lbs.; and as the average weight of the letter mail is stated to be 72 lbs., there remains a margin of 128 lbs., for banghy parcels.

them there, quite as early as (and generally earlier than) those sent by letter mail. Allowing 2 tolalhs to be the weight of a daily paper, (those published in Bombay are generally under this) each packet may contain 20 newspapers, which would, if posted separately by letter mail, be liable to a charge of two annas each; the State, therefore, loses the postage of 19 out of every 20 papers so sent up. The same thing might occur in the North-West Provinces, where a portion of the banghy parcels are carried along the main lines in the mail cart, and the remainder in the passenger vans and trucks; but there is no evidence to show that the practice has as yet been resorted to.

Appendix A, Nos. 20 and 21.

73. Moreover, as the law at present stands, there is nothing to prevent, in such cases, packets of letters being made up into parcels and sent at banghy rates of charge; for the prohibition against sending letters by banghy dawk is confined to lines on which no regular banghy post is established, and where parcels not exceeding a certain weight are permitted to be sent by letter mail at banghy rates. On other lines 600 tolal weight can be carried 100 miles for Rupees 2-4, whereas 600 letters of a tolal weight each, would pay Rupees 37-8.

74. A remarkable instance of the way in which other means than the Post Office are resorted to for the conveyance of letters, not so much for the purpose of evading the payment of postage as for avoiding the delay and expense attending the delivery of letters in the interior, is shown in the evidence of Baboo Benymadhub Day, a resident of Koormoon, a village about 8 miles to the North-West of Burdwan, and about 75 miles from Calcutta. This person, who is employed in a public office in Calcutta, in concert with a number of others in similar circumstances, dispatches 8 or 10 cossids, or carriers, every month to Koormoon with letters and parcels for their friends there, and receive letters from thence in the same manner. There are three cossids, or carriers, who carry on a regular trade between Calcutta and Koormoon. Their ordinary charge for a letter is half an anna, and it is supposed by the witness that from 150 to 200 letters are conveyed in each direction every month. There are several other villages in the vicinity of Koormoon between which and Calcutta a regular communication of the same kind is established. The time occupied by the cossids in travelling between Koormoon and Calcutta is about three days; but letters sent by the post, *via* Burdwan, take a longer time, as they remain in the Post Office there until a sufficient number accumulate, and are then forwarded by a hired messenger at a charge of two annas on each letter. The witness states that if a Post Office were opened at Koormoon, or at the nearest Police Thanna, the people residing in the neighbourhood would universally employ it, and the number of letters passing between the villages and Calcutta would greatly increase.

75. "The Native community," observes the Post Master of Balasore, "will not trust their letters to friends, acquaintances and even strangers rather than resort to the post. They prefer the great risk of loss, and the certainty of long delay in the delivery of their letters, to the payment of postage. The Ooryah bearers are in service in all parts of the Lower Provinces. The homes of a large number of them are in the southern parts of this district. These servants are mostly well off. It is well known that they communicate with their friends frequently; but they very seldom send their letters by the post. Almost all their letters are carried by private hand." A person writing from Calcutta to Dehatta, a town 40 miles to the Eastward, now sends his letter by post to Baugundee to the care of a friend, for half an anna, and thence by private messenger at an expense of six annas. An Agent, employed in attendance at the Courts at Jessore, writes to his family, who reside in the interior of the district, 28 miles from the station, at an expense of 8 or 10 annas for each letter. In Moorshedabad all letters between the city and the interior are carried at a great expense by private messengers.

76. It must be admitted that the practice of employing private messengers, like that of clubbing, is generally resorted to, not only for the purpose of evading payment of postage, but also for avoiding unauthorised charges, for supplying the want of regular and frequent delivery, and for conveying letters to places to which the post either does not run, or goes by a circuitous route. It indicates, however, in some degree the extent to which the Post Office would be used, if, together with a low rate of postage, proper facilities were given for the receipt and delivery of letters in the Mofussil.

77. In the words of the Post Office Committee, which sat in England in 1838,

Means of prevention.

"It is not by strong powers to be conferred by the Legislature, nor by the vigorous exercise of such powers, that it will be possible to effect an improved administration of the Post Office affairs. The Post Office must recommend itself to the public, and secure to itself a virtual monopoly, by the greater security, expedition, punctuality and cheapness with which it performs its office." At the same time, the law, in respect to the illicit carriage of letters, it is evident, requires alteration and amendment; so as both to secure, as has been done in England and the colonies, to the Post Office, with certain exceptions, the exclusive right of transmitting, conveying, collecting, carrying, receiving and delivering letters, and to prevent parties from making use of one Government Department to defraud another; and these we have provided for, in the draft* Act we have prepared.

* Appendix B, No. 1.

Effect of the penny postage in the United Kingdom.

* Report of Select Committee on postage 1838.

† Companion to the Almanac 1851.

78. In the United Kingdom the number of chargeable letters, passing through the Post Office in 1838, was 77,500,000 and the number of francs 7,000,000, making in all 84,500,000.* This had increased to 346,000,000† in 1850; an increase of upwards of 400 per cent. in ten years from the date on which the penny postage was established. The former rates of postage, varying according to distance, ceased on the 4th December 1839.

The four penny rate on all letters passing through the General Post came into operation on the 5th December; and the general penny rate on all letters on the 10th January 1840. The following table, compiled from McCulloch's Commercial Dictionary, and the Companion to the Almanac for 1850 and 1851, shows the gradual rate of increase in the correspondence of the United Kingdom, which resulted from the change:—

Week Ending.	England and Wales.	Scotland.	Ireland.	Total.
24th November 1839, ...	12,52,977	1,53,065	1,79,931	15,85,973
22nd December „ ...	15,83,766	1,99,032	2,25,889	20,08,687
23rd February 1840, ...	24,95,776	3,53,933	3,49,928	31,99,637
24th January 1841, ...	29,17,226	3,90,242	3,88,555	36,84,023
23rd January 1842, ...	32,14,165	4,23,245	4,21,273	40,58,683
22nd January 1843, ...	33,42,910	4,45,132	4,62,148	42,50,190
21st January 1844, ...	35,79,741	4,54,058	4,87,953	45,21,752
21st January 1845, ...	39,95,041	5,13,955	5,32,148	50,41,142
21st January 1846, ...	46,19,899	5,87,023	6,35,687	58,42,609
21st January 1847, ...	48,36,279	6,15,598	6,74,377	61,26,254
21st January 1848, ...	50,64,532	6,45,580	6,72,829	63,82,941
21st January 1849, ...	No Return available.			66,41,796
21st January 1850, ...	„ „ „			68,83,127

79. During the same period the receipts and charges of the Post Office of the United Kingdom have been as follows.

Year Ending.	Gross Revenue. £	Cost of Management £	Net Revenue. £	Postage charge on Government Departments.
5th January 1839,.....	22,18,278	6,86,768	15,31,510	45,156
" 1840,.....	22,90,763	7,56,999	15,33,764	44,277
" 1841,.....	18,42,604	8,58,677	9,83,927	90,761
" 1842,.....	14,95,540	9,38,169	5,57,371	1,13,255
" 1843,.....	15,78,145	9,77,501	6,00,644	1,22,161
" 1849,	21,92,478	14,52,040	7,40,429	No return.
" 1850,.....	22,13,149	13,72,362	8,40,787	No return.

80 Thus it appears that in nine years after the introduction of the penny postage the gross receipts of the department have nearly reached the amount at which they stood in the last year under the old system; and though the cost of management has also largely increased, yet this appears to be owing chiefly to the extension of postal communication to new districts, to the conveyance of the mails by railway, and to the additional facilities afforded for the transmission of letters to foreign parts. The greater part of the additional expense would have had to be incurred whether the uniform penny postage had been adopted or not.

81 In the United States of America the number of chargeable letters which passed through the Post Office in 1843 was 21,267,552, yielding a return of 3,525,268 dollars. In 1845 the rates of postage were reduced to 5 cents. upon a half ounce for 300 miles and under, and 10 cents. over that distance; which is represented to have been a reduction of one-half on the rates previously in force. Official franking was, at the same time discontinued, but the privilege was retained in favor of members of Congress and of Post Masters. Yet in 1847 the number of chargeable letters passing through the Post Office had increased to 52,173,480, yielding a return of 3,188,957 dollars; while at the same time the expenditure had diminished by more than 500,000 dollars, and the department was in a condition to support itself without further aid from the treasury.* Since that time we are informed that the United States have adopted an uniform rate of 3 cents. on all letters not exceeding $\frac{1}{2}$ an ounce in weight without reference to distance.

* Note.—This information is gathered from a pamphlet published at New York in 1848, containing extracts from official returns and correspondence.

82. The reduction of postage in the United Kingdom in 1840 affected a much larger proportion of the inland correspondence of the country than the adoption of a single rate of even half an anna will affect of the correspondence of India. Out of the 77,500,000* chargeable letters abovementioned, only 8,000,000 were penny post letter, upon which no reduction was made and 12,500,000 were ~~and~~ and ~~and~~ post letters on which the reduction was from 50 to 66 per cent. Of the remaining 57,000,000, those conveyed to distances

not exceeding 100 miles were charged at rates varying from four pence to nine pence on each single letter, and upon them the reduction operated to the extent of from 75 to 89 per cent. Now the adoption of a half anna single rate in India, would of itself have no direct effect at all upon the large proportion of the correspondence which is

* **NOTE.**—Comparison between the single rates of English postage in 1839 and Indian postage in 1851.

	England.	India.
Not exceeding		
15 Miles,	d. 4	½ anna
20 "	5	
30 "	6	
50 "	7	
80 "	8	
100 "	9	1 "
120 "	9	
170 "	10	
200 "	11	
230 "	11	
300 "	12	2 "
400 "	13	
500 "	14	3 "
600 "	15	
700 "	16	4 "

But it must be remembered that the chargeable weight of a single letter in India is only one-fifth of the chargeable weight of a single letter in England.

carried to a shorter distance than 100 miles, and the relief in respect to the postage on letters conveyed to greater distances would also be less than it was in the United Kingdom, though in a proportion decreasing with the distance.* But in the United Kingdom it has required an increase of more than 100 per cent. to restore the gross receipts to the amount at which they stood in 1839, and here, as will be shown, an increase of 147 per cent. will suffice for the purpose. And wide as the field was in the United Kingdom for extending the operation of the post, for giving greater facilities for the dispatch of letters and effecting their delivery with greater speed, it will bear no comparison in these respects with India, where, in the most favored

localities, there is a Post Office only in every Police Thana, and where in Bengal at least there are many districts in which the post does not reach beyond the principal station.

83. Owing to the incompleteness and destruction of records we are not able to lay before Government any general Return for the whole of

Effect of former reduction of postage in India.

India of the increase in the number of letters which followed the reduction of postage in 1837 and 1839, but the public accounts enable us to show the receipts from inland postage* in those and subsequent years.

	Bengal. Rs.	North-West Provinces. Rs.	Madras. Rs.	Bombay. Rs.	Total. Rs.
1837-38	4,58,050	2,76,789	3,12,576	1,60,370	12,07,785
1838-39	4,77,406	3,01,491	3,50,615	1,75,673	13,05,185
1839-40	4,29,526	3,05,358	3,27,388	1,60,945	12,23,217
1840-41	4,20,113	3,45,794	3,27,547	1,55,588	12,49,042
1841-42	4,56,903	3,75,433	3,52,448	1,66,252	13,51,036
1842-43	4,61,249	4,03,175	3,78,121	1,73,961	14,16,506
1843-44	4,64,628	4,40,307	4,00,613	1,77,005	14,82,553
1844-45	4,64,592	4,60,263	4,05,031	1,87,262	15,17,148
1845-46	4,30,116	5,02,575	4,02,066	1,97,615	15,32,372
1846-47	4,20,011	5,73,104	3,94,380	2,04,552	15,92,047
1847-48	4,01,355	5,48,577	4,15,281	1,90,226	15,55,439
1848-49	3,85,504	5,62,273	4,00,578	1,92,699	15,41,054
1849-50		5,40,455		1,92,498	

* **NOTE.**—In this table, the figures under the head of Madras represent the whole receipts of the Post Office, and not the amount of inland postage alone.

From this it may be gathered that the effect of the last reduction in 1839, which was uniform on each single letter to the extent of 50 per cent. (the weight of the single letter being at the same time reduced from 1 tolah to $\frac{1}{2}$ of a tolah) was to increase the correspondence in the first year by more than 100 per cent. and in nine years by more than 150 per cent. It may also be inferred from the same statement that correspondence under existing rates, and with existing means of receipt, transit and delivery, has reached its maximum; the receipts from inland postage during the last four years having been either stationary or retrograde. A partial return of the number of letters

* Appendix A. Nos. 83 and 84.

dispatched at different periods from various Post Offices in the Madras* Presidency shows that the increase in correspondence since 1838 varies from 28 to 704 per cent. and that the number of letters passing through the General Post Office of that Presidency has increased from 4,69,269 in 1838 to 1,110,985 in 1846, being at the rate of 136 per cent.

84. If the Government of India are satisfied by the facts we have presented, and the arguments we have used in support of the introduction of an uniform rate of postage, the only question remaining for discussion under this head is whether the rate of single postage shall be one anna or half an anna. To determine this it will be necessary to consider, *first*, the financial effect of each scheme upon the income of the Post Office, and, *secondly*, how far the existing establishments are adequate for the conveyance of the additional correspondence to which the reduction may be expected to give rise.

Whether the uniform rate of postage on a single letter shall be an anna or half an anna.

85. The financial result of either measure will be seen from the appended Statements* showing the actual postage on all the letters dispatched from all the Post Offices in India during a period of 28 days in 1850, and the postage which would be due upon the same letters under an uniform system of which either one anna or half an anna on every letter not exceeding a quarter of a tolah in weight is the basis. The same statements also show the results calculated from the same data for a period of 365 days. From this it will be observed that as the postage realised in one year on chargeable letters, law papers &c., under the present rates amounts to Rupees 14,30,001-2-4, the utmost loss that the Post Office could suffer, *on the supposition that no increase of correspondence ensued*, would in the former case be Rupees 5,78,764-15-1 and in the latter Rupees 9,12,007-7-11. Under the former scheme, however, the postage would be raised on 3,303,419 single and 9,06,817 double letters; it would remain the same on 2,436,974; and would decrease only on 3,460,186. Under the latter, it would be raised on 3,55,627 letters, *not one of which is single*; it would remain the same on 4,026,379; and be decreased on 5,725,390. And it must be remembered that while the effect of raising the postage on double letters may be to cause them to become single, and thus to diminish the weight but not the number of letters, the effect of raising it on single letters, if any, must be to cause such letters to cease altogether.

Financial result of either plan.

* Appendix A. Nos. 7 and 8.

Although, therefore, in the one case it would require only an increase of 5,700,000 letters or about 56 per cent. of the present number to make good the deficiency of income arising from reduction of postage, while in the other an increase of 14,800,000 or about 147 per cent. would be necessary, yet we should entertain little hope that the adoption of the former scheme would augment the aggregate correspondence of the country, even to the desired extent. It would undoubtedly tend to increase the number of letters between places distant from each other 200 miles and upwards (these being 34.24 per cent. of the whole) but this tendency would probably be more than nullified by the unfavorable operation of the rate on letters between places less than 100 miles distant from each other, which form 41.57 per cent. of the whole.

86. We have considered the advisableness of adopting a mixed rate, which should

Mixed plan suggested.

leave untouched the present postage of half an anna on letters not exceeding $\frac{1}{2}$ tolah in weight carried less than 100 miles, and impose an uniform rate of one anna in all other letters not exceeding half a tolah the postage on all letters above half a tolah and not exceeding one tolah in weight being two annas, and an anna being added for every additional half tolah. The financial result of this scheme would be a loss of Rupees

Objections.

7,75,258-5-11. But there are many objections to this scheme which appear to us conclusive against it. It would destroy the simplicity and uniformity of the system, rendering the demand of postage dependent, in some measure, upon distance. It would involve the contradiction that the cost of conveying a letter depends upon the distance to which it is carried, when it has been shown that this is not the case. And further, it would limit the whole correspondence of the country in the same proportion as the number of letters now conveyed for distances between 100 to 200 miles, is limited by the double rate imposed upon them.

87. It may be objected to the adoption of an uniform rate of $\frac{1}{2}$ anna on single

Objection to half anna rate of postage on the ground of its being apparently less than the cost of each letter to the Post Office.

letters, but as the present average actual cost of each chargeable letter passing through the Post Office is found to be a small fraction more than one anna*, the Government ought not to be called upon to receive, convey and deliver letters for a smaller charge than, on an average of all the letters passing through the post, will yield at least an equivalent. The number of letters sent by post in one year has been shown to be 10,118,763 and the postage that would be realised from that number of letters of equal weight, at the uniform rate

* Appendix A. No. 13.

of half an anna on the single letter has also been shown to be Rupees 5,17,993-10-5.* This gives an average postage of 819

* Appendix A. No. 8.

Objection answered.

or a little more than $\frac{2}{3}$ of an anna on each letter. But if, as we confidently anticipate, the number of letters materially increases without increase of aggregate cost, the average cost of receiving, conveying, and delivering each letter will diminish in proportion to the increase in their number. If the increase in the number of letters be only 50 per cent. the average cost of each letter will be two-thirds

of an anna, and if it increases by 150 per cent. the average cost of each letter will be only two-fifths of an anna. In either case the average cost of each letter will be less than the average amount of postage realised upon it; and, this appears to us to be a sufficient answer to the objection referred to.

88. Upon the supposition that the uniform rate of half an anna on the unit of the quarter tola is conceded, it is only necessary that the chargeable correspondence of the country should increase by one hundred and forty-seven per cent. on its present extent, in order to make good the utmost financial deficiency. Taking into consideration the evidence which has been already quoted, the augmentation of the income of the Post Office by the abolition of the franking privilege which we shall presently recommend, the facilities for the receipt and delivery of letters which will be afforded by an extended use of the district posts, and other means, and the check that will be imposed on speculation by the introduction of stamps—viewing also the enormous increase in the correspondence of the United Kingdom which in the course of ten years has followed the adoption of a low and uniform postage, and the effect, so far as it can be ascertained, of the reduction of letter postage in India in 1839, we cannot hesitate for a moment to express our conviction not only that the required increase will take place in a very short period, but that the income of the Post Office from chargeable letters will eventually exceed the expenditure. We therefore recommend the adoption of the half anna uniform rate on all letters not exceeding $\frac{1}{4}$ tola in weight without reference to distance.

Sufficiency of present means of conveyance.

89. The actual weight of the letters now passing through the Post Office, upon which inland postage is chargeable, is only 18.61 per cent. of the entire weight of the mails. The remainder consists of chargeable newspapers and franks. An increase of 147 per cent. in the number of chargeable letters would therefore amount to an increase of only 27½ per cent. upon the aggregate weight of articles sent by the post, and from this must be deducted something for covers not actually on the Public Service, such as privilege franks, letters of Charitable and other Funds and Societies, and sepoy's letters, which we propose to subject to the payment of postage. Now there is not a single line of road in the whole of India on which on ordinary days the existing means of conveyance are not sufficient to provide for this additional weight.*

* Appendix A, Nos. 30, 31 and 32.

The only occasions in which the mails are overloaded, and that only on some of the principal lines of road, are the arrival of an overland or steamer mail, the days on which the Official Gazette is issued from the Press, and (in Bengal alone) the days in which the *Friend of India* newspaper is published. On some of these lines, such as those from Calcutta to Dacca and Berhampore, the services of an additional set of runners for these special occasions are even now urgently required, and the necessity for their employment would not be sensibly increased by any probable augmentation of private chargeable correspondence. The tendency of adopting the half tola, an intermediate between the $\frac{1}{4}$ tola and the tola, will be to

diminish the weight of the mails, and if the other measures we shall propose for the same object be adopted, we should be under no apprehension of any increase on the expense of transit.

Means of reducing the weight of the Mails.

90. These measures, most of which will be more particularly noticed in the sequel, are

1st.—The discontinuance of duplicate chellans.

2nd.—The discontinuance of the practice of returning chellans.

3rd.—The establishment of sorting or forward offices.

4th.—The diminution of the bulk of the official Gazettes sent into the interior, by publishing notifications of exclusively local interest in a supplement for local circulation.

5th.—The abolition of the franking privilege, and consequent reduction in the weight of many covers which are now sent free of postage.

6th.—The dispatch of official Gazettes, especially those in the Vernacular language, by banghy. At present in Bengal the rule is to dispatch them by post on three successive days, so that those sent on the second and third day do not reach their destination so soon as they would if dispatched by banghy.

7th.—The strict limitation of the weight of packets sent by the letter mail to 12 tolahs.

91. If the number of chargeable letters should hereafter increase to a greater

Half anna postage on chargeable letters more than sufficient to defray their cost.

extent than we have anticipated, it can easily be demonstrated that any additional expense that may have to be incurred for their conveyance will be met by the postage charged upon them.

The load of a single runner is 18 lbs. or 700 tolahs, and allowing 250 tolahs for the mail bag and necessary packets, it may be said that a runner can carry 450 tolahs of chargeable articles. Now the average weight of a letter charge-

* Appendix A, No. 10.

able as not exceeding $\frac{1}{4}$ of a tolah in weight is about $\frac{1}{16}$ of that weight, and hence the number of single letters that go to make up 1 tolah is nearly 6; but if we take it at 5, the number of single letters which a runner can carry will be 2,250. The postage of these letters at the uniform rate of half an anna is Rupees 70-5, which if multiplied by 60 (the number of dispatches both ways on each line of road in 30 days) will give Rupees 4,218-12 a month, a sum sufficient to maintain a set of runners at stages of 6 miles apart on a line of road 6,300 miles in length. And if the increase of chargeable letters beyond the existing means of conveyance on any line of road should be only

enough to make up one-sixth of a load, the postage on them will maintain a set of runners on a line of more than 1,000 miles.

92. We recommend the discontinuance of the special rates of postage now charged upon Law Papers, Accounts, Vouchers, &c. The uniform rate of half an anna on a single letter will carry a cover weighing 12 tolahs (nearly 5 ounces) to any part of India for 3 Rupees, and we see no reason for exempting documents of the above description from that charge. The number of papers sent under this privilege has been very small, being only 11,366 in a year.*

* *NOTE.*—In the Calcutta General Post Office, there have been five instances since 1846 in which the penalty of Rupees 50 has been levied on law papers, &c., found to contain writing. In some Post Offices it is the custom to mark all law papers, &c., as "doubtful" in order that they may be opened at the Office of receipt, whether there be any special grounds for suspicion or not.

93. The rates of ship postage in India are extremely moderate, and were established on the principle that as the conveyance of ship letters costs the State nothing beyond the bounty of one anna on imported letters, payable to the Commander of the vessel in which they are brought, it was sufficient to charge for a single letter in addition to that sum a small amount to meet the expense of establishment at the ports of dispatch and receipt. By the law of 1837 the rates of ship letter postage were fixed at 2 annas for every single letter outward and 3 annas for every single letter inward, and this was reduced in 1846 to 1 anna for the former and 2 annas for the latter. Inland postage is also charged on ship letters coming from or going to any place in the interior.

94. Upon letters passing from one port to another in India, both outward and inward ship postage is taken, one at the port of dispatch, and the other at the port of receipt. We do not propose to raise the rates of ship postage on such letters, but with a view to ensure prepayment in all practicable cases, in accordance with a part of our plan hereafter to be explained, we propose to subject all ship letters to a charge of 3 annas on the single letter, payable (except in the case of foreign letters) at the port of dispatch. The effect of this will be to raise the postage on foreign ship letters from 1 to 3 annas on outward and from 2 to 3 annas on inward letters not exceeding 3 tolahs in weight, a charge which will not be found to press heavily on any portion of the public, and which on a letter of that weight is only one-half of the inland postage at the uniform rate.

95. It must be remembered, although we do not put forward the circumstance as an argument for increasing the rates of ship letter postage, that the Government now incur a large expense in keeping up a steam communication between Calcutta and the ports on the Burmese coast in their own vessels; and between Bombay and Scinde in the vessels of a private company for an annual payment of Rs. 65,000 chargeable on the Post Office. Letters and newspapers sent by

Expense entailed on the Post Office by the maintenance of Steam Communication between Bombay and Karachi.

these steamers are subject only to the ordinary rates of ship postage. The number of ship letters dispatched from the several ports of India during the month of July 1850, is shown in the margin.* It is not a fair criterion of the number of such letters passing through the Post Office in one year, as the number of vessels leaving and arriving at the several ports (especially those on the western coast) during the monsoon is smaller than at other seasons.

Bengal, - - -	6,092
Madras, - - -	2,182
Bombay, - - -	1,101
Total, - - -	9,285

Appendix Nos. 35, 36 and 37.

96. Section XVIII. Act No. XVII. of 1837, provides for the payment of an extra bounty of $\frac{1}{2}$ an anna on every letter or packet transhipped at one port of India and brought by ship to another. This Clause was originally framed to provide for the case of letters brought by one ship to Madras and sent up to Calcutta by another. The Committee of 1836 were of opinion that the charge should not be continued, and as the rule has become practically inoperative since the establishment of steam communication, we recommend that it be annulled, and have accordingly omitted it in the Draft Act which accompanies this report.

97. The basis of our suggestions in regard to steam postage is the letter from Her Majesty's Post Master General dated the 9th September 1850, which appears to have been received in your department with a Despatch from the Hon'ble Court of Directors and has been communicated to us through the local Governments.

98. The object of Her Majesty's Post Master General is two-fold. *First*, to arrange for the payment, in one sum, of all the postage, steam and inland, chargeable on letters sent from England to their ultimate destination in India. *Second*, to make the payment of such consolidated postage optional.

99. In connection with the adoption of an uniform inland postage of half an anna on letters not exceeding $\frac{1}{4}$ of a tolah, the first proposal of Her Majesty's Government may be effected without difficulty, and extended with advantage to all letters sent by British Packet to and from India and from one port in India to another.

100. The present system of charging postage on steam letters to and from the interior, partly by one scale of weight and partly by another, gives rise to inconvenience, error and delay, which would be entirely obviated by the imposition, once for all, of a consolidated postage, calculated on the *avoirdupois* scale, that should take every letter to its ultimate destination at least within the limits of the British Empire.

101. The plan proposed by Her Majesty's Post Master General would also bring under charge to the East India Company all steamer letters received and delivered at the sea port towns. These are now exempt from the payment of any postage except to the Post Office of the United Kingdom, although, as has already been shown, the receipt and delivery of letters cost the Indian Post Office more than their conveyance, and a large establishment is maintained at each Presidency town and sea port for the special purpose of receiving and delivering letters and other covers which arrive, or are intended for dispatch, by the Peninsular and Oriental Company's Steamers

102. The chargeable weight of a single steamer letter is $\frac{1}{2}$ an ounce, equal to 1.215 tolah. At the uniform half anna rate the inland postage on a letter not exceeding 1 tolah in weight would be 2 annas, and on a letter not exceeding $1\frac{1}{2}$ tolah in weight 3 annas.

But as the fraction by which $\frac{1}{2}$ an ounce exceeds a tolah, is less than a quarter of a tolah, and the average actual weight of chargeable letters is found to be considerably less than their chargeable weight, it will not be an unfair arrangement for the Indian Post Office if inland postage be charged on steamer letters not exceeding $\frac{1}{2}$ an ounce in weight as if they did not exceed 1 tolah in weight, especially as steamer letters not exceeding $\frac{1}{2}$ or $\frac{1}{2}$ tolah in weight will by that means be subject to the same charge

103. We therefore propose that on all steamer letters sent to and from India there be charged according to the British scale of weight, such a rate of consolidated postage as shall enable Her Majesty's Post Master General to credit the East India Company with 2 annas or 3 pence upon every letter not exceeding $\frac{1}{2}$ an ounce in weight, and a like sum for every additional rate of British postage on each letter. Whether this sum should be allowed out of the present steam postage chargeable on such letters, as it has been proposed to do in the case of pamphlets and books as hereafter noticed under the head of "Banghy," or whether the rates of steam postage should be raised to one shilling and three pence, (or ten annas) on each single letter, is a question to be determined by Her Majesty's Government. We have only to express our opinion that nothing less than a payment of three pence on each single letter will be an adequate indemnification for the expense entailed in the Indian Post Office for receiving, conveying and delivering letters of this description.

104. As a part of the same plan we would propose for consideration that all Soldiers' letters sent or received by British packet should be subject to a consolidated postage of three pence the half ounce if posted in the United Kingdom, (that being the rate now charged by Her Majesty's Post Office on *unpaid* Soldiers' letters received from abroad in private ships, and on all such letters sent to several of the African colonies), or two annas if posted in India; two pence in each case being credited to the Indian Post Office towards defraying the cost of inland receipt, conveyance and delivery. Although the correspondence of

European Soldiers as well as that of the sepoys, within the limits of India, may fairly be charged with the uniform half anna rate, rising according to the Indian scale of weight, yet we should be unwilling on grounds no less of humanity than of policy to impose on the former any charge which could be supposed to have the effect of restricting freedom of communication with their friends at home.

105. If any thing should occur to prevent the adoption of this plan, the only other practicable course would be to charge inland postage at the uniform rate on all steamer letters in the same manner as inland postage is charged at the present rates in addition to steam postage. In that case, all steamer letters posted at any sea port, for dispatch from thence by British packet, should be charged with inland postage at the uniform rate according to the inland scale of weight, in addition to the steam postage to which they are liable, the payment of such postage by means of stamps being compulsory. This payment would be no more than a fair remuneration to the Indian Post Office for the expense of receiving and delivering steamer covers at such places. We should not, however, recommend the levy of any additional postage on letters received by British packet for local delivery at a sea port, on account of the delay and trouble it would occasion, nor should we recommend the charge of inland postage on Newspapers either delivered or received at such places. This arrangement, however, is not one which we propose; it is merely suggested as the alternative to be adopted in case the plan of taking a consolidated postage be not sanctioned.

106. With regard to the second object proposed by Her Majesty's Post Master General, we think that, with reference to the difficulty of realising and accounting for postage on unpaid letters in India and to the delay in the delivery of letters to which the practice of admitting unpaid letters gives rise, the option of prepayment now allowed to the public ought to be withdrawn, and that prepayment should be made compulsory in all cases, either by sending unpaid letters to the dead letter Office, or by subjecting them to a higher charge on delivery. The number of letters now received in India from the United Kingdom on which the steam postage is unpaid, though enough to retard seriously the delivery of the letters, and to cause much needless correspondence and account, does not bear so large a proportion to the number of paid letters as to lead to the inference that the option is a privilege much valued by the public; and the evidence we have collected in India points to a like conclusion provided prepayment be made compulsory both in England and India. We therefore strongly recommend that the prepayment of steam postage be made compulsory at least to the same extent as the prepayment of inland postage.

Number of paid and unpaid steamer letters received in India from the United Kingdom in 1880

	<i>Paid.</i>	<i>Unpaid.</i>	<i>Total.</i>
Bengal,	82,280	29,035	1,12,185
Madras, ...	68,200	13,620	81,820
Bombay,	1,82,862	33,119	2,15,981
Total, . .	8,33,292	76,674	4,09,966

II. NEWSPAPER POSTAGE.

107. The number of chargeable newspapers dispatched inland through all the Post Offices in India during a period of 28 days* is 106,756, their chargeable weight 28,324 tolahs, and their estimated actual weight (calculated by the actual weightment of 31,592 newspapers passing through the Calcutta General Post Office in one month†) 317,703 tolahs. This, for a whole year, gives a return of 1,391,640 newspapers actually weighing 4,111,484 tolahs.‡ The expense of receiving and distributing each newspaper is found, by comparing the total number with the proportionate share of the annual expense of receipt and distribution to be 725 of an anna, the same as in the case of a chargeable letter.§ But the expense of conveying each newspaper, calculated according to its weight, is 3.2977 annas; and the whole expense incurred by the Post Office on account of each newspaper is 4.0227 annas.

108 The number of newspapers sent in 28 days to distances according to which single, double and treble rates are respectively chargeable is given in the margin. A very large number of these, especially from Bombay, are imported newspapers which are conveyed at a more favorable rate than those published in India, the maximum weight of a single newspaper being in one case 6, and in the other only 3½ tolahs, and the ascending scale being by 6 tolahs in

	Amount of postage on newspapers dispatched			
	In 28 days.		In one year	
Bengal,	4,826	1 0	62,911	2 9
North-West Pro- vinces,	4,281	12 0	55,815	10 8
Madras,	3,181	0 0	41,466	9 8
Bombay,	7,292	8 0	94,276	11 8
Total, ...	19,581	0 0	2,54,470	2 9

the one case, and by 8 in the other. We regret that we are unable to state the exact proportion of imported newspapers, and of those published in India, but the amount of postage levied on ~~the~~ will serve for the purpose of estimating the financial effect of any change in the rates provided the charge on all newspapers be hereafter the same, and that the distinction between imported and local newspapers be no longer maintained

109 We see no reason for the distinction hitherto made in this respect. Besides the unfairness of encouraging foreign newspaper publications to the disadvantage of those printed in India, it appears to us that the indulgence, which tends more than any other Post Office regulation to overload the mails, and to entail expense on the Department, is not needed. The overland summaries, printed exclusively for Indian circulation, may be compressed, without inconvenience, to the maximum weight of 3½ tolahs allowed for Indian newspapers and summaries; and it would be no hardship on those who are in

the habit of taking in the weightier English weekly and daily newspapers either to pay for the luxury of receiving them by letter post, or to submit to the delay of receiving them by banghy.

110. The total number of newspapers passing through the Post Office is something less than one-seventh of the number of chargeable letters, and by far the larger part of them is circulated among the European portion of the community.

Newspapers chiefly sent to Europeans.

111. In the United Kingdom newspapers are carried by the post free of charge, but all newspapers, whether sent by post or not, are subject to a stamp tax of from one penny to two pence according to size. The number of newspaper stamps issued in the United Kingdom in 1850 was 89,346,010 yielding a revenue* of £350,289-9-4 equal to more than one-fourth of the whole charges of the Post Office Department.

Newspaper in the United Kingdom.

* NOTE.—Companion to the Almanac for 1851.

112. It has been suggested, and the suggestion appears to have been favorably received by the Government, that a stamp tax on all newspapers should be substituted for the present charge on those sent by the public post. This change is deprecated generally by the Press, and especially by the proprietors of those newspapers which depend for support chiefly or in a great measure on their local circulation. We are decidedly opposed to the adoption of this plan on the following grounds:

Stamp tax on all newspapers.

First.—A tax upon the diffusion of useful information (and it cannot be denied that the information circulated by the newspaper press in India is of that character) if justifiable at all, is only so under the most pressing emergency such as does not exist in the present case.

Secondly.—A general stamp on newspapers, in lieu of a postage charge, cannot be imposed on the ground of its being an equivalent for service rendered, as no such service is rendered in the case of newspapers circulated otherwise than by post.

Thirdly.—A stamp tax would act most unfairly upon the proprietors of English newspapers at the Presidency towns, and sea ports. Those published in the interior have scarcely any local circulation at all.

Fourthly.—It would completely annihilate the Native newspapers which are published at a very low price and depend for their support mainly on local circulation. On many of these papers a stamp of one anna (which is the lowest that has ever been proposed) would be a tax of more than 200 per cent. A stamp of half an anna would in like manner be a tax of 100 per cent. on such papers.

Fifthly.—If a stamp tax be imposed on all newspapers, the daily advertising Gazettes published in Calcutta, and circulated gratis in all parts of the City and its environs, cannot with any fairness be excluded from its operation. As it is, the daily papers suffer from the competition of these prints, and if the local circulation of the former only were limited by the imposition of a tax, their loss in advertisements would

* *Notes.*—Of the Calcutta Exchange Gazette 1,300 copies are issued daily, Sundays excepted. An anna stamp on this paper would amount to upwards of Rupees 25,000 a year, a sum far in excess of the profits.

probably be greater than their loss in subscriptions. On the other hand, the imposition of a tax on the advertising Gazettes would greatly limit their circulation, if not entirely suppress them,* and the public would be deprived of what they justly regard as a great convenience, and a valuable means of facilitating commercial transactions.

Sixthly.—The interest of the public of each Presidency being centred in its own Presidency town, and little excited by the occurrences of other Presidencies, it is not to be supposed that the distant circulation of newspapers would increase under the imposition of an uniform tax in an equal proportion to the decrease in local circulation. All that is of general interest in the papers of one Presidency is copied into the papers of all the others.

Seventhly.—The arrangements necessary for affixing stamps to newspapers would involve expense, and subject the proprietors of newspapers to the annoyance and vexation of excise restrictions. To the proprietors of papers in the interior the inconvenience of having to send their paper to a distance to be stamped would be intolerable; and yet the Government would hardly be prepared to provide the means of stamping newspapers at every place at which a Press may be established.

Eighthly.—Public opinion in the United Kingdom has clearly manifested itself against the principle of the tax, and it seems highly probable that it will soon be abandoned, and a small postage charge on newspapers imposed in stead, as is now the case in the United States of America.

113 It has been urged in favor of imposing a stamp tax on all newspapers, that by subjecting them to an equal charge without reference to

Argument in support of a stamp tax on newspapers

distance, their character is likely to be improved, and their observations directed to subjects of general interest rather than to local topics. This may be a reason for reducing the postage rates on newspapers as far as practicable, but it is no reason for imposing a tax on newspapers not sent through the Post. Moreover it may be doubted, on other grounds, whether such an argument ought to have any weight with Government, as an attempt to influence the character of newspaper publications by the imposition of a tax, may be regarded as an interference repugnant to the law of 1835, and to all received opinion regarding the liberty of the Press.

114. On the whole, we are of opinion that a stamp tax on newspapers is objectionable in principle, and that, regard being had to the comparatively small circulation of newspapers in India, to the further probable contraction of their circulation which might be expected to ensue, and to the expense and annoyance attending the imposition of such a tax, it would defeat its own object and be productive of unmixed evil.

115. We are not insensible of the great advantage which the country derives from the free circulation of newspapers, and conceive it to be the duty no less than the interest of the Government to encourage it by every proper means consistent with considerations of finance. But since, as we have shown, the average expense of each newspaper passing through the Post Office is more than 4 annas, and since we have recommended the adoption of the half anna rate on letters by which an immediate loss of revenue to the extent of nine lakhs of Rupees will be risked, we cannot advise the Government to make any present reduction in the rates of newspaper postage. Even if a large increase in the number of newspapers sent by post were to follow the adoption of lower rates (a point on which the proprietors of newspapers are not unanimous, and regarding which we entertain some doubt) this circumstance, so far as the Post Office is concerned, would be of no advantage, but the contrary; for the conveyance of each newspaper would still cost much more than the postage paid for it, and the additional weight would require the employment of additional establishment. The whole of the existing available but unoccupied means of transit is required to meet the probable increase in the number of letters that may be expected under the half anna rate, and we regard the adoption of an uniform low rate of letter postage as a measure of infinitely wider importance in the present circumstances of India than any diminution of newspaper postage.

116. An uniform rate of two annas on every newspaper not exceeding 3½ tolahs in weight, four annas on every newspaper not exceeding 6 tolahs in weight, and an extra 2 annas for every additional 3 tolahs or fraction of the same, without reference to distance or

Present Postage.	2,54,470	2	9
Postage from uniform rate of 2 annas,	2,08,118	6	10
	<hr/>		
	46,351	11	11

Some allowance must also be made for decrease in the number of imported newspapers in consequence of the proposed alteration in the scale of weight by which they are now charged.

to locality of publication, would yield, on the present number of newspapers passing through the post, less by nearly Rupees 50,000 than the income now derived from that source. The adoption of an uniform rate would be consistent with the course we have proposed in regard to letters, as the expense of conveyance does not depend upon distance more in one case than on the other; but as we are unwilling on the one hand to recommend a higher uniform rate than two annas on the single newspaper, or on the other to propose any sacrifice of revenue for the attainment of an

object of doubtful advantage to any but the present readers of newspapers at stations distant from the place of publication, we feel compelled to refrain from advising any change in the existing system beyond that of subjecting imported newspapers to the same rates as those published in India

No present change recommended.

117. At the same time if the Government should be of opinion that by taking off an anna from the present postage on single newspapers sent upwards of 400 miles, and imposing an additional anna on those sent 20 miles and under, the circulation of newspapers would be materially extended and the sphere of their usefulness enlarged; and if the Government should further be prepared for the attainment of this object, and for the sake of the advantages incidental to uniformity of charge, to incur the expense of additional means of transit, we may record our opinion that a single rate of 2 annas on all newspapers combined with the present scale of weight is, on the whole, the best that could be adopted.

Uniform rate of 2 annas the most suitable.

118. An application has been made to us by the proprietor of one newspaper, soliciting that the maximum chargeable weight of a single newspaper may be raised to 3½ tolahs; but, with reference to the extreme importance of restricting the bulk and weight of articles sent by the mail, we are unable to support this proposal. It appears also that the measure would be of very partial benefit as the average weight of newspapers published in India is generally much below* the present maximum.

Proposal to increase the chargeable weight of single newspapers, not supported.

* Appendix A. Nos 41 and 42.

119 Having shown that the cost of each newspaper sent through the post is considerably more than the postage levied upon it, it follows that nothing is to be gained by preventing persons from sending newspapers otherwise than by post, or by vesting the Post Office with the same privileges in regard to the receipt, conveyance and delivery of newspapers, as we propose to give in respect to letters. Supposing the whole of the available means of conveyance to be required for letters, it must rather be the object of Government to encourage the transmission of newspapers by some other channel. In the United Kingdom newspapers may be sent from one place to another otherwise than by post, and the same rule should apply to India.

Newspapers may be sent otherwise than by post

120. In regard to the postage on newspapers sent and received by ship we propose to make no change in the present rates of charge for single and double covers; but we see no reason for maintaining a different scale of weight from that by which inland newspaper postage is regulated, especially as we have proposed to discontinue the differential charge of inland postage on newspapers imported from abroad. At present the maximum chargeable weight of a single newspaper sent by ship is 6 tolahs,

Ship postage on newspapers.

and single postage is added for every additional six tolahs. We recommend that the maximum weight of a single newspaper should be $3\frac{1}{2}$ tolahs in all cases, and the scale of weight by which inland postage is calculated made applicable also to ship postage.

III. POSTAGE STAMPS.

121 We now come to the question of payment by means of stamps; and we have to consider ;—*First*, whether the use of stamps is applicable to India ; *Secondly*, whether their use should be made compulsory in all cases of prepayment ; and *thirdly*, how stamps shall be provided and distributed.

122 The opinion of the officers of the department, and of all the persons, European and Native, who have been consulted on this occasion is entirely in favor of the introduction of payment by means of stamps. It has been already recommended by the Post Masters General of the several Presidencies and by the local Governments.

123. Mr. Tayler writes:—“ The substitution of stamps for money payments would, if properly carried out, be, I think, highly acceptable to the public and eminently advantageous to the department.” The advantages he enumerates are “ simplification of accounts, removal of temptation for Moonshees to destroy post paid letters for the sake of the postage, increased rapidity in the action of the office both in the posting and delivery departments.” “ After a certain interval,” he adds, “ I would make the use of stamps compulsory, as the only way to obtain the full advantages of the system. If, besides the facilities for the sale and purchase of stamps, they were always on sale at all Post Offices, there could be no hardship in rendering their use compulsory, as a person, who posts a letter and pays an anna at the office could at the same place and time procure and affix an anna stamp. I would have a small stamp manufactured in England so as to prevent the possibility of successful fabrication. I consider compulsory prepayment and the use of stamps as closely linked, and intimately dependent on each other, and both on the introduction of an uniform low rate of postage. I would introduce *all* these measures or *none*.”

124. Mr. Riddell observes:—“ The advantages to be anticipated from the use of stamps are the removal of all temptation on the part of Post Office subordinates to peculation, the absence of all inducement to destroy letters for the sake of the postage, and the economy and simplicity which would be introduced into the accounts of the Department by the virtual abolition of money payment. I am not aware of any valid objection to the use of stamps on payment of postage.”

“ The stamp used in England and France has answered well in those countries, and I see no reason why it should not be suited for India.”

" Stamps should, I think, be supplied through the stamp office at a small discount to all persons willing to sell them in retail."

125. Mr. Ravenscroft states:—" There can be no question that the use of stamps is far preferable to money payments, chiefly because it is to the public a safer and more convenient form of payment. It removes from messengers sent to post letters the temptation to make away with them, as experience has shown has too often been the case, places it entirely out of the power of the Post Office subordinates, to suppress letters for the sake of appropriating the postage, and tends to simplify accounts and to diminish labor "

" If stamps be introduced I would leave it optional with parties either to use them, or to pay the postage in money according as circumstances might dictate. Self interest and convenience will no doubt lead to a preference for the stamp. As regards the device, I am scarcely competent to give an opinion, but it occurs to me that a stamp similar to the penny stamp would be the best, as being the most difficult of imitation, the danger of which is, as far as I am aware, the only objection that can be urged against the introduction of stamps in this country. The experiment has answered admirably in England, and I do not see why it should not be successful in this country."

" A sufficient supply of stamps (which should be colored red) could always be obtained from England and with respect to the sale of these, I think that they might, for the convenience of the public, be sold at the general and subordinate Post Offices and Collectors' Cutcheries at a small discount, when a large supply is taken, as is the case in England to shopkeepers and others "

126. Mr. Brown says:—" The introduction of low rates of postage on letters when combined with prepayment and collection by means of stamps, will be a signal improvement, and highly satisfactory to the public; it would greatly simplify the accounts and expedite the delivery of letters and consequently tend to economise the management of the Post Office."

127. The Chambers of Commerce at Madras and Bombay and the Trade Association of Calcutta warmly advocate the introduction of stamps; and all who have been consulted are unanimous as to the expediency, both in a moral and fiscal view, of substituting them for money payments, as not only materially simplifying the working of the Postal system, by reducing the labour and accounts of the department, but as removing from all subordinates, and from all employed to post letters, the temptation to destroy them with the view of appropriating the postage, and thus giving greater security to the despatch of letters.

128. The Native residents and merchants of the Bengal Presidency agree in thinking that the public would not object to stamps provided the use of them be properly explained, and that they be made readily procurable. The use of stamps would afford assurance

to the public that their letters would not be destroyed for the sake of the postage. They would be gladly used, as tending greatly to the convenience both of the public and the Post Office, and to the security and speedy dispatch of letters. In the course of a week the system would be understood by every one having occasion to write a letter. If the introduction of postage stamps were accompanied by a reduction in the rates of postage the people would connect the two, and consider it an inestimable boon. There would be no difficulty at all in introducing the use of postage stamps. The nature of stamps is understood by every one in the Company's Territories, and there would be no more difficulty in applying them to the postage of letters than to any other purpose. They would be a very great convenience both to the public and the Post Office and would contribute both to the dispatch and security of letters. There might be some little misunderstanding at first, but the people would soon become accustomed to them. They would be a great convenience to merchants, and would be generally understood by the people, who are habituated to the use of stamps for other purposes. There would be no difficulty on the part of any one in understanding the use of them, and they would obviously tend to increase the security of letters passing through the post.

129. It has been objected to the introduction of postage stamps into India that peculiar facilities exist for forging them. But if, as we shall propose, the postage stamps are manufactured in England by the same process and through the same agency as those in use in the United Kingdom, and if the forging of postage stamps be made punishable in the same way as the forging of other stamps, we see no reason to apprehend any loss or diminution of receipts from this cause. It is admitted that in England the Post Office revenue has not suffered from the forgery of stamps, and it is less likely to suffer in India where the means of imitating the device do not exist.

130. An apprehension has also been felt that the use of stamps in India might give rise to fraud in the custody and distribution of them among a large body of agents. This objection also appears to us quite groundless. The stamps would be distributed through the agency of the stamp department, in the same manner that other stamps are now distributed. The Collector of each district would be furnished with a sufficient quantity of postage stamps as he is now with ordinary stamps; and he would supply them either direct to purchasers or through the instrumentality of licensed or unlicensed vendors. It would also, we think, be necessary for the Collectors to open a vend of stamps at every Post Office through the agency of one of the clerks; but in these cases, as in that of the licensed stamp vendors, fraud may be very easily prevented by making each vender render punctually a monthly account of receipts and issues, and remit all money receipts as they accrue to the nearest public treasury. Under the present system of pre-payment by money there can be no effectual check against fraud on the part of the Post Office functionaries, as it is impossible to ascertain whether all the postage due at any particular Office has been realised, or, if realised, whether it has been brought to credit. That the sale of stamps on commission may be accompanied

by fraud cannot be denied; but detection must invariably follow, and if the store in the hands of the vendors be moderate and subject to periodical inspection, any sum that may be embezzled will, with almost certainty, be recovered. If the postage stamps are sold at a small discount for ready money payments, as ordinary stamps are now sold in many districts, no fraud can occur, and the chance of loss to the department by robbery will also be so far prevented.

131. The advantages which may be expected to arise from the use of postage stamps in India are manifold. Not only would they have the effect of rendering the realisation of postage on all letters far more secure and certain than it now is, but they would tend, in a still greater degree, to ensure the safety of letters once posted, and likewise protect them in their passage to the Post Office from the dishonesty of servants. They would materially facilitate the transaction of business at the Post Office, by simplifying the accounts and obviating the necessity of giving receipts for any letters except those registered on payment of a fee. Letter boxes could be universally substituted for the present cumbersome and tardy method of receiving letters at a window, while the operations of weighing, taxing, sorting and dispatching letters as well as of re-sorting and delivery would be much more expeditiously performed. It is thought by many Post Masters that if postage stamps are introduced the services of some of the clerks now entertained may be dispensed with; and there can at least be no doubt that the introduction of them will preclude the necessity for strengthening existing establishments, to which any large increase of correspondence might otherwise give rise.

132. It must be admitted that postage stamps do not afford a perfect security, either to Government or the public against the practice, which is said to prevail, of destroying letters for the sake of their postage. A stamp label however carefully affixed to a letter may be removed previous to obliteration, either before or after posting, the letter being destroyed or sent unpaid, and the stamp re-sold. Against fraud of this description it is impossible for the Government to provide effectually. All that can be said is, that it is much less likely to happen and more likely to be detected than the embezzlement of small sums in cash. The public may do much towards preventing it by attending carefully to the affixion of the stamp and by writing a small portion of the address of the letter over one corner or edge of the stamp so as to prevent its future use.

133. The Hon'ble Court of Directors have observed that the introduction of stamps is not necessarily connected with an uniform postage, and that a double stamp might be required for double distance as well as for double weight. This is undoubtedly true. But one of the great recommendations in favor of the use of stamps in connection with an uniform rate of postage is that every body being able to determine the correct postage of a letter by merely ascertaining its weight, the necessity for any communication between the Post Office functionaries and parties posting their letters is obviated.

This cannot be, so long as the rate of postage depends, in any degree upon distance. While that is the case, enquiry will still have to be made at every Post Office as to the amount chargeable on letters sent from thence to any other place, the time of the

* *NOTE*.—The inconvenience of this is particularly felt when the Polymetrical tables of two or more Presidencies have to be consulted in order to ascertain the aggregate postage due on letters sent to obscure and remote stations. In many small offices, neither Polymetrical tables nor tables of distances are to be found, and in none are they properly kept up, or added to, as new Post Offices are established.

Post Office Clerks will still be occupied in answering questions of this kind (a serious cause of delay* in all large Post Offices) and there will still, as at present, be complaints of overcharge. Even those who are in the habit of sending letters by Post, and

best able to inform themselves, are but imperfectly acquainted with the distance of places to which they have to write, and of the rates of postage chargeable on letters sent there, while the people in general have no means of obtaining the requisite information except by application at the Post Office. Moreover, if the present rates of postage chargeable on a single letter according to distance were to be paid in stamps, it would be incumbent upon the Government to supply stamps of such a variety of values as would greatly enhance the expense of preparing them and lead to greater intricacy in account than is expedient, or else the number of stamps necessary to cover the postage on a single letter would sometimes weigh as much or nearly as much as the chargeable weight of the letter, itself, and the letter would need to bear so many stamps that there would be no room left for the direction.

131. If it be determined to introduce postage stamps into India in connection with an uniform postage we are decidedly of opinion that the use of them both as regards letters and newspapers should in all cases be compulsory. If stamps be always readily procurable at every Post Office, including those of the district dawks, and at every Collector's office, we can conceive no possible circumstances under which it would be a hardship, or even an inconvenience worth considering, to any person to have to supply himself with a stamp, affix it to a letter, and then deposit the letter in the box, instead of paying the money and delivering the letter into the hands of a Post Office clerk. It would be highly desirable, to put an end to all cash transactions in the Post Office, but this is not practicable. Foreign letters must necessarily be unpaid. So, partially, must letters which are insufficiently prepaid by stamps. The option of sending unpaid banghy parcels cannot, compatibly with public convenience, be taken away. And newspapers, if they continue subject even to so high a rate of single postage as two annas, must enjoy the same privilege. And though it will also be necessary, for reasons we shall hereafter explain, to allow the public at their option to send ordinary letters unpaid, subject to the restriction of a double charge, yet still it is an object of great moment to diminish the evil of money payments to the utmost possible extent. No part of the present Post Office system is so open to abuse or so generally complained of as the receipt of money in prepayment of postage; and nothing has so much contributed to raise a distrust of the Post Office in the minds of the native community. It is a generally received opinion that a letter of which the postage is prepaid in money

is less secure than one sent unpaid, and though the department may suffer as much from embezzlement of bearing as of prepaid postage, in the former case the letter must be delivered before the embezzlement takes place, and in the latter the offence is generally aggravated by the destruction of the letter. The practice of taking unpaid letters at the Post Office is, we fear, a necessary evil which must be continued at least for a time under such restriction as the demand of double postage in the case of letters may be found to impose, but we are decidedly of opinion that prepayment of postage in money should be altogether put a stop to.

135. The kind of stamp which, so far as we can judge, appears best suited to the circumstances of this country is the common adhesive label stamp in use in England. The weight of one of these labels is about $\frac{1}{4}$ of a grain, or not more than a sixtieth part of a quarter tola, the lowest denomination of chargeable weight. To the use of these it has been objected that the adhesive matter on the back is liable to become deteriorated in the climate of India, and the stamp to fall from the letter during its passage through the Post Office either before or after obliteration. But we believe that the care with which the gum attached to the stamps is prepared in England will obviate this objection, at least to a great extent; and if not entirely, recourse must be had, as in similar cases in England, to the use of gum or paste which is now ordinarily used by the Natives of India for closing their letters, and which may with equal facility be applied to the purpose of rendering the stamp more secure. The climate of the Southern States of the American Union where adhesive stamps are in use is not less unfavorable to them than that of India. The only values which we think would be required are the half anna (red) and the anna (blue), and these would best be supplied by the Commissioners of Inland Revenue in England on indent from this country through the Hon'ble Court of Directors, in the same way as the penny and two penny postage stamps are now supplied for distribution to the public in the United Kingdom.

136. We have obtained the following account of the process by which the label stamps are manufactured.

"The preparation of these stamps, of all kinds, is under the direction of the Commissioners of Inland Revenue; both as regards the making of the paper and the impressing of the stamps upon it."

Paper for Label Stamps 1d. and 2d.

"This paper is manufactured by Mrs. Wise of Rush Mills, Northampton."

"It is made by hand, in sheets each of a proper size for receiving 240 stamps."

"There are in each sheet 240 small crown water marks, which are placed so that each stamp shall fall upon a water mark."

"The wire moulds for making the paper are prepared by the paper maker, upon receiving the directions of the Commissioners; and when they are so far completed as to be ready to receive the crowns for the water marks, they are placed in charge of an Excise Officer, under whose superintendence they are completed; they are then deposited in a secure place."

"Upon an order to manufacture paper being given by the Commissioners, the moulds are delivered into the charge of an Excise Officer, who attends at the Paper Mill while the paper is being manufactured, giving out the moulds in the morning, and receiving them back at night."

"An Officer counts the sheets of paper as they are turned out of the moulds. Officers of Excise are constantly on duty during the day while the paper is being dried, sized, folded, &c. They superintend the cancelling of the imperfect sheets; they ascertain that the number of sheets finished, added to the number cancelled, corresponds with the number delivered from the moulds; they count the perfect sheets as they are made up into reams of 500 sheets each, signing and sealing such reams, and taking them into their custody as they are finished; they see that the premises are secure as far as regards the storing of the finished paper."

"Upon instructions from the Commissioners the Officers deliver the reams of paper back to the maker to be forwarded by her to Somerset House, taking her receipt for the quantity so delivered."

Printing of the 1d. and 2d. Labels.

"The Label stamps are printed and gunned by contract, upon the premises of the contractors Messrs. Perkins, Bacon and Petch of London, in a distinct set of rooms appropriated solely to the purpose, and under the constant supervision of an Officer of the Commissioners."

NOTE.—These stamps, we are informed, are furnished by the contractors at the rate of six pence per mill.

"Engraved steel plates are used exclusively; each plate containing 240 impressions of the stamp."

"These plates are supplied by the contractors; they are all prepared by the transfer process, there being but one original engraving of the head of Her Majesty. This one engraved head was executed by an eminent artist, without regard to expense, the object being the highest artistic excellence. It is engraved upon steel, and from it all the stamps are derived."

"The steel plates in use, the original die, together with all the intermediate impressions necessary to the transfer process, are placed in charge of the supervisor, a copy of whose instructions is appended."

Gumming.

"The gum is put in after the paper is printed and dried. Particulars given in separate paper appended."

"The Commissioners are about to introduce a process for facilitating the detachment of the stamps from the sheets, of which they form a part, by means of piercing the marginal space which surrounds each stamp with numerous pin holes."

Particulars of the gum put upon the backs of the Postage Label Stamps and the mode of using it.

"The cement used is called British gum. It is made from starch."

"It may be had of different qualities and prices; but it has been found most economical in the end to use the best that can be got, as any failure in the adhesion of the labels is productive of so much trouble to the public, and to all parties concerned in their preparation."

"The best gum which the Contractors have been able to get is obtained from Mr. Gentile of 38, Walbrook, London."

"The price is £40 per ton if delivered in London in the state of a dry powder."

"In mixing the gum for use 1 gallon of boiling water is poured upon 6lb of gum; and after it has been stirred about for some time, 3 gallons more of hot water are added; it is then stirred again and left 12 hours to cool, and dissolve. When wanted for use it is heated by putting it in a can and placing the can in a boiler; and it is used as hot as it can be made by these means."

"The gum is applied to the paper by hand by means of brushes."

187. The postage stamps in use in France (of which we append some obliterated specimens) appear to be printed from wood; but these, though, as we are informed, much less expensive than the English stamps, are more easily imitated. And we are also informed upon the authority of Mr. Hill, the supervisor of stamps in London, that the Austrian Government applied to the Contractors Messrs. Perkins, Bacon and Petch, of London, to know the terms upon which postage stamps, similar to those used in the United Kingdom, could be supplied for use in Austria, but was deterred from adopting them by the expense. We are not aware of the cost at which the Contractors offered to supply the Austrian Government, but, if stamps bearing the device of Her Majesty's head, and differing only from the English stamps in the denomination of value, can be supplied by the Contractors for use in India at the rate of six pence (or four annas) a

thousand, we do not apprehend that the cost, which is 4-5th per cent. on half anna, and 2-5th per cent. on anna stamps, added to the cost of the paper and such proportionate share of the expense of establishment at the London Stamp Office as might be thought reasonable, would deter the Government from adopting the plan best calculated to

Risk of forgery less in India than elsewhere.

secure the revenue from loss by forgery. If, however, it should appear that the comparatively small number of stamps required for India cannot be supplied by the Contractors at so favorable a rate, and that stamps prepared according to the French process would be considerably cheaper, and therefore better suited to this country, we are satisfied that, owing to the want of mechanical means, and the absence of ingenuity and enterprise in the people, the risk of loss by forgery in India would be less than in any civilized country of Europe, in the United States of America, or in most of the Crown Colonies. We are of opinion that the head of Her Majesty forms the most appropriate device that could be adopted for the postage stamp of India and that no other legend is needed than the denomination of value in the English language. The distinguishing color of each description of stamp will be a sufficient indication of its value to those who are unable to read English.

138. The number of half anna stamps required for a year's probable consumption at the uniform rate would be about 20 millions, and of anna

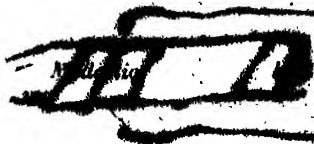
Number of stamps required annually.

stamps 5 millions, in the proportion of seven-twelfths for Bengal including the North-West Provinces, three twelfths to Madras and two-twelfths to Bombay.

139. These two values of stamps, will, in our opinion, suffice for the ordinary correspondence of the country both ship and inland, and for newspapers.

High value stamps for steam and banghy postage.

But if it should be determined to have stamps of a higher value for steam postage, and for banghy parcels, we are disposed to recommend an eight anna medallion stamp (brown) similar to those impressed on the envelopes, and on the shilling and ten penny stamps in use in the United Kingdom, as described in the subjoined paper.



Paper for the Postage Envelopes bearing a Medallion stamp, and for the one shilling and the ten penny Medallion Label Stamps.

"This paper is peculiar only in having silken threads introduced into its substance; it is made by machines, and, having no water mark, there is no necessity for taking official charge of the wires upon which it is formed."

"The Excise officers are present while the paper is being made; they see that any spoiled paper is properly cancelled; and they take charge of the finished paper, &c., as is done in respect of the label paper."

"The manufacture of such paper as is used for postage stamps, is confined by law to parties acting under Government authority."

The stamping and the manufacturing of the Envelopes bearing Medallion stamps.

"The envelopes are stamped at Somerset House."

"The milling and cutting of the paper before stamping, and the folding and making up of the envelopes after stamping are done by contract by Messrs. Delarite and Co. of London, upon their own premises."

The Stamping.

"The dies are prepared by Mr. Wyon, Die sinker to the Royal Mint. There is but one original, viz., a head of Her Majesty cut in steel in relief, and from this the dies are all derived by a transfer process, technically called hubbling."

"The stamping is done by self inking fly presses, of peculiar construction, worked by a small steam-engine."

"Each press is attended by two young boys, and works at the rate of 60 impressions per minute."

"In these various operations there are of course numerous minutiae, which are essential to the operations, but which must be seen to be understood."

"The 1s. and the 10d. medallion labels are stamped upon small sheets, containing, respectively, twenty stamps, and twenty-four stamps each, at the same presses as the envelopes, with the aid of additional mechanism to hold and guide the sheets while receiving the impressions."

"The paper is gummed before it is stamped, and this while in the larger sheet, as received from the paper maker."

"Very few of these 1s. and 10d. stamps are made use of."

140. These stamps might also for the present be furnished by the London Stamp Office, as the means of preparing them are not to be found in India; but we understand that a machine similar to that in use in England has been recently sent out by the Hon'ble Court of Directors for the use of the Calcutta Stamp Office which may hereafter be made applicable to this purpose. The number of these stamps required for a year's probable consumption would be about one million in the proportions already mentioned. We do not recommend the use of stamped envelopes for this country, partly from the difficulty of preserving them in serviceable condition, but chiefly because their weight would bear so large a proportion to the maximum weight of a single letter that there is little reason to suppose that they would ever come into general use.

High value stamps how to be supplied.

Probable number annually required

Stamped envelopes inapplicable to India.

partial postponement of that part of the measure, it is understood to be a desideratum, the relative number of bearing letters is now only 2 per cent.* of the chargeable correspondence, and it seems probable that at no distant date the plan will be fully accomplished.

NOTE—In the United Kingdom all letters received at the rural posts, must be prepaid, and so must all letters above four ounces in weight wherever posted.

* Article on the Mechanism of the Post Office in the Quarterly Review, No. 173,

turn, the relative number of bearing letters is now only 2 per cent.* of the chargeable correspondence, and it seems probable that at no distant date the plan will be fully accomplished.

148. There exist in India circumstances which render the full adoption of the system of prepayment more desirable than it is in England, while at the same time there are stronger reasons for hesitation as to its immediate adoption. In England the chief objections to allowing a continuance of bearing letters, are the additional labor imposed on the department, the accounts which are rendered necessary, and the delay caused in the delivery of letters. These objections apply with equal force to India, and we have, in addition, to contend with fraudulent practices the extent of which it is not possible to guess. Almost all the Postal authorities whom we have consulted have recorded their conviction that many letters are carried bearing postage in this country, which though refused by the parties to whom they are addressed, answer all the purpose of the sender; and this is effected in three different ways.

149. First, by letters being sent unsealed, which are either openly read and then rejected on the plea that the contents have shown that they were not intended for the reader, or brought again to the delivering peon from the interior of a house and refused, without mention being made of their contents having been secretly read. The Post Master at Secundrabad has written:—"It is the case at this station that not a few of the Natives will first receive letters from the peons, telling them they are for themselves, but afterwards will say no, and immediately return them. Very many letters are also received open and unsealed, for delivery. How can the Post Master know whether they have not been read by the addressees and afterwards returned to the peons?"

150 In Calcutta it is said to be a common practice, especially among Natives, to return unpaid letters to the delivery peons with a request that they may remain in the Post Office until they have

151. Secondly, by a practice, not very uncommon with Natives, of writing all the pith of their communication in the address of their letter, and thus putting the receiver in possession of the desired information without any necessity for his breaking the seal. On this head the Post Master of Lower Scinde says;—"Those letters refused or unknown are all scrawled over in different hieroglyphics independent of the English direction, and when opened for the purpose of discovering the sender, in nine cases out of ten the writing cannot be deciphered or there is no signature. We never see a Native letter which has been prepaid, refused."

152. And thirdly, by parties on a long journey posting, at each Post Town on their route, an empty cover directed to the person whom they wish to inform of their progress. This is sent bearing postage, with the intention of its being refused by the addressee, the handwriting of the address, and the post mark on the cover, having given all the information that was intended of the writer's arrival at a particular stage of his journey.

153. The public are also themselves the sufferers from the bearing postage system, and unless under the most vigilant eye, extortions are practised by the delivering peons on the ignorant and unwary, almost, beyond belief. The Post Master of Lower Scinde in his report to the Bombay Commissioner says; "Peons will always endeavour to extort money by saying the postage is more than it really is, or under a threat of delivering letters late; for the first mentioned offence, I have dismissed three men, and for the second, one." And a late Post Master of Trichinopoly, when reporting to Government the result of an enquiry into the state of that Office said;—"In many instances, in the progress of the present enquiry, I have found the postage marked on letters altered, the figure 1 changed into a 2 and 2 into 4." This could not happen if there were no postage to demand on the delivery of a letter.

154. But the evil does not rest even here, and we have evidence to show that the Government is defrauded by its own servants, from the impossibility of exercising any adequate check on the subordinate servants of the Post Office. Bearing letters have ever afforded a most productive source of peculation. All Post Masters are found to admit that the postage on letters sent bearing, from one Mofussil Office to another, may be systematically misappropriated with impunity, and that however numerous and complicated may be the nominal checks, there is practically none at all. In the frauds, which accident has brought to light, the loss of postage has in no case been less than 20, and in some as much as 100 per cent. on the collections. As instances in point, we may refer to the discovery of some extensive frauds which led to the entire change of the Office establishment at Trichinopoly, and to a Commissioned Officer being temporarily placed at its head, when the immediate increase of the collections by about 20 per cent. served to show the extent of former peculation; and to the sudden death of

the Dawk Moonshree at Vizianagram which led to the discovery of a private and true account of the postage collected on bearing letters, from which it appeared that the accounts transmitted for some time previous to the head Office, and according to which the collections were remitted, were about 26 per cent. below the truth. In further illustration of the evils of the present system we may quote the remarks of the late Post Master of the Deccan, who says with special reference to bearing letters:—“No checks what-
“ever exist on the collections made by the out station clerks being brought to account,
“nor can any be effected. Three years’ fruitless attempts to control the receipts of 10
“subordinate offices, have convinced me on this point. In the case of the Kirkee
“clerk I endeavoured to account for the extraordinary falling off in the collections
“from Rupees 209-10-6 in one month, to Rupees 114-6 in the month following/ the
“causation was a fixed one, and no departures had taken place; the impracticability
“of tracing letters was then clearly established, the only result of the enquiry being
“to raise the collections to Rupees 191-12-6 or more than 100 per cent.

155. Compulsory prepayment of postage might in rare instances cause inconvenience to an individual, desirous of posting an urgent letter, but without the means of prepayment immediately at hand, and occasionally be a hardship to the very poorest classes of the community; and families in the Mofussil, supported, as many of them are, by a single member in service at the Presidency, might sometimes be unable to prepay the postage on a letter, written for the purpose of procuring funds for their future support. These are, however, extreme cases, on account of which it would not be necessary to delay the enactment of a great public good. To the public generally the abolition of bearing letters would be decidedly advantageous; for although all would have to pay for letters sent, all would receive their letters free, and all would participate in the increased celerity with which the business of the Post Office would be conducted.

156. Were the present system of weighing, charging, stamping and receipting every letter in the presence of the party posting it, at an end, and the whole business of posting a letter confined to dropping it through a slit in the lid of a box, the duties within the office would be so simplified as to render it easy to afford the public additional facilities for posting letters at a later hour without any hindrance to the punctual dispatch of the mails. But it would be in the delivery of letters that the system of prepayment would effect the greatest saving of time. It was stated before the select Committee of the House of Commons by an Officer of the London Post Office that he had ascertained by the actual experiment of delivering post paid letters by separate carriers distinct from charged letters, that nearer two-thirds than one half the time was saved, and there can be no doubt that in this country the saving would be at least equally great, and that the delivering peons’ duties would be far more expeditiously performed when confined to dropping each letter at its destination, and proceeding at once on his course, than when, having postage to collect, he is delayed at every house by the dilatoriness so peculiarly characteristic of the inhabitants of India.

157. The Post Masters General of Bengal and the North-West Provinces are both in favor of discouraging unpaid letters, and Mr. Taylor recommends that prepayment should be made compulsory in all cases. "The Post Office," he observes, "would be paid for all the work it does in advance, and not subjected, as on the present system it is, to the labor and expense of receiving, registering, conveying and attempting to deliver many thousands of letters with no other result than the obligation of carrying them back again;" and again, "The collection of bearing postage is a great cause of delay in delivery which would be obviated if prepayment were compulsory." The residents in the Burra Bazar of Calcutta complain that, in consequence of the peons having to collect bearing postage, the morning delivery does not take place in that quarter until 12 o'clock. One of the peons of the Calcutta General Post Office states that he has to wait five minutes at least and sometimes a quarter of an hour or more before he can get payment for a bearing letter. Another peon states that it takes considerably more time to deliver a bearing than a paid letter. A paid letter is delivered at once without trouble, but bearing letters cannot be delivered until the postage is paid, and it takes sometime to settle the payment of the postage due on each letter. The number of unclaimed covers, which accumulated in the Office of the Post Master General of the North-West Provinces during the year 1849, was 31,696, of which 3,795 were post paid letters, 27,014 unpaid letters, and 887 unpaid newspapers. The postage on the two last items was Rupees 3,913-2-6. In Bengal the number of unclaimed letters, which accumulated during the first quarter of the same year, was 5,864, of which 1,007 were paid and free letters, 4,282 unpaid letters, and 575 unpaid newspapers. The postage on the two last items was Rupees 623-7-0. The total annual sum lost by bearing letters in the two divisions of the Bengal Presidency may be taken at Rupees 6,406-14-6.

158. In Madras the opinions collected were in favor of a system of prepayment by stamps; a majority, though not a large one, being against making prepayment compulsory.

159. Mr. Ravenscroft, the Post Master General of Bombay, states:—"An opinion is generally prevalent amongst Postal authorities that compulsory prepayment ought to be insisted on, and that the use of stamps would be far preferable. In this opinion I quite concur. The adoption of the prepayment system will bring into the Treasury postage on an immense number of letters which now escape."

"As compulsory prepayment may operate in many instances as a bar to correspondence, it will be for the consideration of Government, whether, as a matter of expediency, it should be left optional, as is the case in England, to parties to prepay or not; those letters posted "bearing" being charged double postage according to weight. My own impression is, that such option ought not to be allowed. The difficulty of collecting postage is inconceivable; it is troublesome to realise even from Europeans, but the difficulty is increased a hundred-fold in respect to Natives."

" I think it right here to mention that the adoption of the prepayment system
 " will tend greatly to simplify work, and to prevent the great and unnecessary delay
 " which now too often takes place in the delivery of letters, owing to the difficulty of
 " realising the postage."

160. One objection which has been urged to prepayment is that it renders a letter less secure; and this supposed insecurity is two-fold, the one before it reaches the Post Office, and the other subsequent to its being posted. The first kind of insecurity is greatly diminished by the substitution of stamps for money; the second is based on the erroneous idea that the Post Office peons would be able with impunity to destroy letters, on which having no postage to collect, they might wish to save themselves the trouble of delivering. A peon would save himself no trouble by passing over one house in his beat if he had to proceed still further, and as his missing all the houses in any particular quarter, by which alone he would save himself trouble, would lead at once to complaint and detection, it is not to be supposed that the attempt would ever be made. It has not been stated by any person who has been consulted in the course of our enquiry that letters are lost from this cause, nor have we any reason to believe that the practice exists.

161. It is impossible, however, to foresee what might be the immediate effect of the sudden withdrawal of the option which the public now have of sending their letters bearing postage. At present 57 per cent of the entire chargeable correspondence of India is sent bearing;* and it is not to be expected that any amount of care and forethought could prevent in every individual case inconvenience and dissatisfaction, and hence injury in some shape to the Postal Revenue, if the whole of the correspondence of the country had, from a certain date, to be sent prepaid. It is by no means certain that the immediate effect of compulsory prepayment in all cases, even when combined with a great reduction of the rates of postage, would not be to prevent persons from writing letters which otherwise they would write. Many of the Post Masters who have been consulted, consider that the withdrawal of the option which the public now enjoy would lead to a diminution of correspondence, and a portion of the public is averse to its discontinuance. We are also apprehensive that the supply of stamps may, at all events at first, and in the minor offices, be sometimes insufficient, and as we could not recommend that under these circumstances there should be a cessation, however temporarily, of the functions of the post, it becomes necessary to devise some means by which, under such circumstances, the department may be secured from loss and the public from inconvenience, with the least possible infringement of the principle of avoiding money payment. To allow letters to go free when stamps are not procurable at any given Post Office would open a wide door to fraud on the part of the subordinate functionaries of the department, and is otherwise an objectionable expedient.

The result of a sudden resort to compulsory prepayment uncertain.

* Paid,	4,310,697
Unpaid,	5,808,166
	<hr/>
	10,118,763

162. We have already said that it would be desirable, if possible, to discontinue money payments altogether, and although we consider the circumstances of India to be unadapted to a sudden and immediate adoption of a compulsory prepayment by stamps, we are desirous of approaching as near as may be practicable to the attainment of the desired end. The public in England have a choice of three courses on posting a letter; to send it bearing double postage, to put a stamp upon it, or to prepay it in money. We propose to take one step in advance of this, to limit the choice to the two former, and to disallow the prepayment in money, under any circumstances whatever. All the arguments that weigh in favor of a compulsory prepayment in stamps, apply, although with diminished force, to the limited scheme we propose. It will diminish the bulk of the accounts now kept in every office, it will render letters less liable to be destroyed for the sake of the prepaid postage, it will simplify and accelerate the business of the Post, and will pave the way for the final introduction of the full measure of reform—the compulsory prepayment in stamps alone.

163. Keeping that desired end in view, and with the intention of bringing the system of money payments within the narrowest bounds, we recommend the adoption of the rule followed in England, of charging with double postage every bearing letter, and of doubling the postage remaining due on those letters which have been sent with insufficient stamps; doing away with the rule which now makes deficient postage recoverable from the party through whose negligence the under charge has occurred. The practical consequence of this rule, if combined with the low uniform rate of single postage that we have recommended, will be that prepaid letters will bear the half anna rate, and unpaid letters the anna rate. The practice of sending unpaid letters will be discouraged probably to the same extent as in England, and at the same time those to whom prepayment is inconvenient will be enabled to write at a very moderate charge to their correspondents.

164. The only objection to be made to this proposition is, that as we have admitted that the supply of stamps at the outset may occasionally run short, we are not justified in recommending the adoption of a plan by which the public may be punished when the fault rests solely with the department. It will be admitted that the Government has a perfect right to make an extra charge on bearing letters in consideration of the extra trouble they cause to the department, giving the public the power of avoiding the extra payment by affixing stamps on all letters; but it will be said that the State has no right to make the extra charge, if by failing to supply stamps on demand, it forces the public to send their letters bearing, allowing them no choice in the matter. We at once admit the full force of the objection, and can reply to it only by showing that a difficulty attends the question in every point of view, and that in a choice of evils we have selected the one which appears the least. There are four courses open to adoption; 1st, the compulsory use of stamps in all cases, and the refusal of bearing letters, to which the objection made above applies with increased

force, as it would be a greater hardship to refuse letters altogether, than to convey them at a double charge of postage ; 2nd, to give an option to prepay either in money or by stamps, which would render the introduction of stamps almost inoperative, as well as still continue the risk attending letters prepaid in money ; an objection equally applicable to the third course, that of giving an option either to make use of stamps or to send letters bearing single postage ; and 4th, the plan we have above recommended for adoption.

165. Mr. Riddell has recommended the levy of ~~triple~~ postage on unpaid letters, but we see no sufficient reason for adopting a higher rate than has been found effectual in the United Kingdom. Those who are careless of the interests of their correspondents would not be deterred from sending their letters unpaid, by a ~~triple~~ more than by a double rate ; and both would be equally ineffectual in suppressing the particular class of letters which are sent unpaid without any intention or expectation of their being opened. That, in fact, is an evil which cannot be prevented so long as unpaid letters are received under any conditions, and the Government can only look for its prevention, to the adoption of a low rate of postage, which will remove the existing inducement to such practices. On the other hand, ~~triple~~ postage would be an unnecessary hardship in many cases, and is not warranted by the principle on which a double charge is justified, namely, as a remuneration for the additional trouble which the receipt and delivery of an unpaid letter unavoidably causes.

166. From the rule which we have above recommended for the levy of double postage on letters not prepaid by a stamp, must be excepted, *Exceptions* all letters coming from Ceylon, and by sea from ports not within the territories of the East India Company, and all foreign steam letters, on both of which classes of correspondence, as prepayment is not possible, double postage on delivery cannot fairly be demanded. We would also exempt newspapers from the double charge of postage in cases in which they are not prepaid, as neither the present rates, nor an uniform rate of 2 annas if adopted, are low enough to justify us in proposing a measure which would have the effect of throwing the charge in the first instance on the proprietors.

167. Under its proper head we have considered the postage to be levied on all steam letters from the United Kingdom, or elsewhere, and as regards steam postage on letters sent from India to the United Kingdom, it will be sufficient for the Government of India to declare that prepayment, if made at all, shall be made by stamps, leaving to Her Majesty's Government the adoption in England of whatever measures they may think desirable on the arrival of the letter there.

V. FRANKING.

168. The next question to be discussed is that of Franking, and in considering this branch of the subject, it will be convenient to divide it into the three descriptions

of frank at present admitted by Law; viz., privileged franking; Soldiers, Sepoys and Sailors' letter franks; and Official franks.

169. The Officers of the Department are almost unanimous in their opinion that the privilege of franking is abused; they are in favor of the entire abolition of privileged franking; but are divided as to the expediency of continuing Soldiers and Sepoys' franks; and with respect to official franking the general impression seems to be that it should, if possible, be placed under some restriction, either by the use of Service stamps or nominal payment of postage, and that steps should be taken to reduce the bulk and weight of official correspondence.

Opinion of Postal Authorities.
Opinion of Post Master General N. W. Provinces.

170. Mr. Riddell's opinion on the subject of official and privileged franking may be quoted at length:

"The privilege of franking Official documents is undoubtedly abused, but I have no data on which to estimate the loss from this abuse; a low rate of postage would probably correct it, except in the case of Sepoys' letters, and for them I think the Commanding Officers should be made personally responsible."

"The power of franking official documents, must, I think, remain with Public Officers; but the number empowered to frank might be diminished; the tendency at present is to increase the number of franking officials."

"It is impossible for the Post Office to limit or check the weight of official packets. Were the heads of the several Departments to give attention to the subject, much might be done, but without their aid I expect little or no result from any orders which Government may issue."

"The Post Office ought itself to set the example, and I have turned my attention to the reduction of the weight of Post Office packets."

"Few people have any idea of the weight added to the mails by useless transmitting letters and blank Monthly Returns. I remember being told by an officer that he had to send monthly quintuple copies of a Return which was usually blank."

"I do not think the payment of a fixed monthly allowance would check the weight of Service packets."

"The allowance would probably be made over to the head clerk; if it were sufficient, or left a profit, nothing would be said; if it were insufficient a statement would be sent up showing the weight of the covers dispatched and the postage charged on them, and the excess charge would be allowed as a matter of course."

"The truth is that the only persons who can check or diminish the weight of Service packets are the heads of Departments; the orders given by them are the cause of their subordinates sending unnecessary Returns, blank or in duplicate and triplicate."

"If an uniform rate of postage is adopted, there will be no difficulty in doing as the Post Office in England do, and charging each Department with the weight of its correspondence."

171 Messrs. Tayler and Bennett are in favor of the entire discontinuance of the privilege of franking both private and official, and are of opinion that it is now extensively abused.

172. Mr. Brown says;—"Under this head I would urge the discontinuance of the privilege accorded to certain high functionaries of sending and receiving their private letters and packets by letter post, free of postage. Though intended as an exclusive privilege dependent on position, it has not been considered in that light. The construction put by the Post Office, borne out by the decision of the Government of India on Section XXVIII. Act XVII. of 1837, has been repeatedly called in question by these parties, who have maintained that they have a right to exemption from postage not only on their letters, but on their banghy parcels of whatever weight."

"The privilege, if still sanctioned, should be distinctly limited to official communications."

"Correspondence connected with the Public Service, and heavy parcels from every department in the State are transmitted free by post, and the expense attending their conveyance should equitably be borne by the several departments which have occasion to transmit them. It seems unfair that they should be sent free through the Post. I would recommend that each Government Office should be debited with its own postal charges, or that it should use stamps to the requisite value."

173. Mr. Ravenscroft writes,—"Under this system letters (and even papers and parcels) ~~for~~ and to certain privileged functionaries and public Institutions are allowed to pass free of postage. A more objectionable system or one more greatly abused never existed."

"If the State desires to favor particular individuals or Institutions, it should be done by means of a donation in money, and not at the expense of the Postal Department by allowing their correspondence to pass free of postage. Practically, such a system has the effect of taxing the mercantile and the poor and industrious classes that a few privileged persons better able to pay than any other class of the com-

"munity, and public institutions, such as the Civil, Military and Naval Funds, which ought to be able to pay, may escape taxation."

"The Franking system no longer exists in England. I advocate most strongly and without hesitation, its immediate and total abolition throughout India."

"With respect to Service letters I have to remark that no check that can possibly be devised will prevent private letters from being occasionally enclosed under official covers, if official functionaries are inclined to defraud the State in that way. The only plan for the Government to adopt is to denounce such a practice, and threaten to inflict a severe penalty on parties who may be discovered so offending."

"It occurs to me, as it has occurred to others, that a postage stamp might be affixed on all official letters, the public functionaries accounting monthly for the same, precisely in the same way that they would account for public money. I am not aware that there is any objection to this plan, and if green be the color of the stamp (and with regard to device the simple word "Free" ought to be sufficient) I do not see that it would in any way clash with the stamp on paid letters."

"The only remaining point for consideration in this communication is the taxation or otherwise of letters for Soldiers and Sailors serving in Her Majesty's and the Hon'ble Company's Services in India. At present all these letters are allowed to go "Free" and it may perhaps be considered politic to continue the privilege. I would restrict it, however, as respects Soldiers to those actually going with their Regiments; and as regards Sailors to those actually serving on board ship. There are many Soldiers and Sailors borne on the strength of both Services, who are employed away from their Regiments and vessels on a variety of staff duties, and who from the increased emoluments which they get for those duties, ought to be able to pay postage on their letters."

"174. In respect to the first division of our subject, viz. privileged Franking ;
1st. Privileged Franking. certain high functionaries, in this country, and in England connected with the administration of this country, have the privilege conceded to them by Section XXVIII. of the Post Office Act (No. XVII. of 1837, and the same privilege has been extended under the provisions of Section XXIX, by the Governor General in Council, to the Governors of Foreign Settlements in India, of "sending and receiving all letters and packets by letter post, free of postage, and of sending and receiving letters and packets by banghy on the Public Service, free of postage."
Privilege unrestricted. This privilege is subjected to no restriction whatever, as to the number of letters or packets to be sent or received free of postage every day; nor is it necessary for the party making use of it, to write the date on the letter or packet, or specify the name of the post town, or place, where he then

is; and moreover, it is not declared necessary that the letter or packet so franked, should be on the concerns of the party franking, nor indeed that it should be his own letter. As far as the wording of the Act is concerned, there is no illegality in franking any number of blank covers, to be made use of, and posted at any Post Office in India by another party, at any time during the enjoyment of the privilege.

175 It seems to be a generally received opinion among Post Office authorities, that Privileged Franking is made use of, to an extent, and in a manner, not intended by the Government when it was allowed to be continued. The Post Master General of Bombay, in alluding to this subject states--"I have reason to suspect and do believe that it (privileged franking) is abused most grossly every day. In proof of this I beg to quote a remarkable case which occurred some years ago at Poona. A member of the privileged class being about to leave that place where his family was located, left with them, a large number of envelopes, bearing his frank, and these were used by members of his family in correspondence with private friends at Bombay and elsewhere. Even in the present day many of the privileged class frank letters from their friends *to their friends*, and some even have gone so far as to frank their servants' letters. It is not an uncommon practice for overland letters to be sent from the interior to the office in such a manner, that is, under a frank, as to escape taxation."

176. The question however for our consideration, at present, is not, we apprehend, whether the privilege, as it at present exists, is or is not liable to be made use of to an extent not contemplated by the legislature; in that case the propriety of placing it under further restrictions would come under discussion. But the discontinuance of all such immunities and privileges in England forces on our attention the question whether there is any necessity for their being any longer preserved in this country and whether, now that at home the highest personage in the Realm has to pay postage, there are any good reasons, either of justice or expediency, why every person in India, from the highest to the lowest, should not be subjected to charge for the conveyance of his private correspondence.

177 The Committee which assembled in 1836, at a time when Parliamentary franking was still permitted in England, strongly advocated in their Report, dated 14th December 1836, the abolition of the privilege in this country. Whatever reasons may at that time have induced the Government to hesitate to follow their recommendation, these can, we conceive, be no question as to the propriety of recalling the privilege; now that an uniform low rate of postage is, we hope, about to be introduced into this country, and all such immunities have ceased to exist elsewhere.

178. We would still draw the distinction, contended for by the Committee of 1836, between letters on the Public Service, and private letters; and while we advocate the withdrawal of the privilege of sending and receiving private letters free of postage, we would, at the same time, take care to secure to such of the high functionaries in question, as require to correspond on the Public Service, the right of doing so without charge to themselves, by continuing to them the same authority, to send their official letters, without actual payment of postage as may be sanctioned in the case of Service letters in general.

179. Sections L. to LV. of the Rules passed by the Governor General of India in Council under date 30th August 1837, define the privileges at present enjoyed by Soldiers and Sepoys, in respect to letters sent or received by letter mail. The restriction, that letters of this description to entitle them to pass free of postage, must not exceed single weight, appears from the information we have obtained, to be entirely disregarded; and the limit practically enforced is one tolah in weight, instead of a quarter tolah, the present single weight, according to Schedule C. Table I. published by the Government of India on the 14th August 1839. The reason of this, appears to be that the Post Office has erroneously continued to be guided by Schedule A. Table I. which fixed one tolah as single weight, although Schedule C. which fixes a quarter tolah, as the limit, was substituted for Table A. by the Notification of the Government of India above mentioned.

180. That the quarter tolah, is sufficient, at any rate for the Native Army, may be inferred from the fact, that more than 75 per cent. of the entire number of letters passing through the Post Office are under that weight, and that the great majority of those letters are Native Letters. It has been urged however, that it does not afford the same advantage to the European Soldier, who generally writes a large hand, and makes use of coarse heavy paper. It is not necessary for us to discuss whether this is the case or not; or whether, if it be so, as weight is the great element of cost to the department, it would not still be expedient to hold out every inducement, to make use of a light material; we are prepared to recommend the withdrawal of the present privilege altogether.

181. Under the present high rates of postage, considerations of a political nature might doubtless be urged against such a measure; nor would the fact that certain high functionaries connected with the Army still enjoy the privilege of sending and receiving private letters free of postage, be without its weight; but when the great reduction in rates of postage has put it within the power of all classes to participate in the advantages of intercommunication by letter, and the head of the Army is obliged to pay the postage on his own private letters, there can be no reason why the privilege hitherto allowed should any longer be continued.

182. Not only will the introduction of an uniform low rate of postage put it within the means of the European and Native Soldier to correspond with his friends, it will, in a great many cases, even when coupled with the abolition of the privilege now enjoyed, have the effect of reducing, instead of increasing the aggregate sum paid under present circumstances, as postage, by the individual Sepoy; for though he may now obtain the frank of his Commanding Officer, for some of the letters he writes, those coming to him from his friends in his native village are subject to postage. Whenever therefore a regiment is quartered at a distance from the part of the country from which it is chiefly recruited, the balance of cost, under the present system of charge for distance, is greatly against the Sepoy.

183. On the 19th October 1842, a Resolution was passed by the Hon'ble the President in Council in reference to Rule 51 and 52 of the Post Office Rules of 30th August 1837, by which it was declared that "Letters to Commissioned Native Officers and "non Commissioned Officers, Privates and others borne on the Returns of the Hon'ble "Company's Army, including guides, lascars, and men of the regular corps of dooly "bearers from their relatives, shall pass free of postage when addressed to the care "of the Commanding Officers of the corps or detachment, provided they do not exceed "single weight."

"The number of letters to Commissioned Native Officers, Non-Commissioned "Officers and Privates, entitled to be delivered free under the above rule, shall not "exceed one for each man per mensem

This Resolution appears to have originated in a petition from certain inhabitants of Shajehanpore, praying that the Officer commanding at the station might be authorized to frank one letter per month from the relatives of men of the 3rd Light Cavalry and 6th Irregular Cavalry during the period those corps might be serving with the Army of Reserve; and although the privilege was apparently intended to be made applicable to all cases, it has never been acted on generally. Its existence indeed seems now almost unknown or forgotten; as the large number of letters which continue to be received bearing postage and paid by all ranks of the Native Army sufficiently prove. It need not therefore affect the question under discussion.

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54 and 55

184. Some Commanding Officers have reported that the Sepoys themselves will hail with satisfaction, the abolition of their privileges, if coupled with an uniform low rate of charge without reference to distance, particularly if greater facilities, for posting and receiving letters, are organized among the rural population; the only apprehension the Sepoys seem to entertain is that at some future time, postage may be again enhanced, without their present privileges being restored to them.

The change not unacceptable to the Sepoy in some cases.

185. One great drawback to extended correspondence through the Post Office appears from the replies of some of the Commanding Officers to be the difficulty and uncertainty, as well as expense in some cases, attending the transmission of the letters, sent by the Native soldiery, to their respective villages and homes, after they have reached the nearest Post Town. But if the District Dawks be made available for the correspondence of the Public throughout India, and the facilities which it affords be extended to every village in every district, without additional charge in excess of the proposed uniform rate, this objection will, as far as our territories are concerned, be overcome.

186. The Bengal Army, however, is largely recruited from Oude, where no means whatever are afforded for sending letters by post, except along the principal lines of road connecting Lucknow with Cawnpore, Shajehanpore, Goruckpore and Benares. There are a certain number of Hukkas, called Pergunnah peons, kept up at the different Post Offices in the Province, whose duty it is to distribute letters in the interior as they accumulate; but such letters take a considerable time in reaching their destination, owing to the insufficiency of the number of peons employed. A judicious extension of the means in use would doubtless do something to remedy the inconvenience; but any attempt to organize a system at all analogous to our District Dawks, could only be made through the intervention of the Resident, and would scarcely, we fear, be found to answer owing to the disinclination of the Durbar to any arrangement of the kind, and to the venality of those to whom its management must be entrusted.

187. We have obtained Returns of the number of letters sent and received by post, by most of the regiments in India,* distinguishing those passing under the frank of Commanding Officers, from paid and bearing covers; but it is impossible to estimate with any approach to accuracy what would be the financial effect of a measure taking away the privilege at present enjoyed by the Army, and substituting the low uniform rate we have proposed. Our Returns are from various causes incomplete; some Commanding Officers having failed to furnish the information required of them, and many being unable to state the number of chargeable letters sent and received, owing to their being posted by the men themselves, and delivered direct to them, without the intervention of any regimental authority; but it may be assumed generally that while the number of franks is given with tolerable accuracy, the number of chargeable letters is much understated. The aggregate nominal postage at present chargeable on the franks will form no sure ground for estimating what the postage would be under totally different circumstances, but that the receipts would, on the whole, increase, seems to admit of little doubt.

188. Many Commanding Officers have stated that at present, owing to the high rates of postage and the want of postal communication with their own villages and homes, the Sepoys send few, if any, bearing or paid letters, continuing their correspondence by

Post chiefly to their comrades in other regiments, with whom they can interchange letters under frank, and only communicating with their friends, when opportunities occur of sending letters by private hand; their families, in like manner who cannot obtain franks, regulating their correspondence with them by similar narrow limits. An uniform low rate of postage, coupled with extended facilities for the posting and delivery of letters among the rural population, would probably have the effect of bringing all such letters into the public Post Office.

189. Besides Soldiers and Sepoys' letters which are at present franked by Commanding Officers under certain limitations, "Letters from wives of European Soldiers addressed to their husbands, are permitted to be franked by Officers Commanding Stations, Posts or Dépôts." Under the reforms we have proposed, we see no necessity for the continuance of this privilege, half an anna will carry a letter from one end of India to the other, and this is a charge which would not press heavily on any class.

190. Section I.V. of the Post Office Rules provides that "Letters received from Europe by Ship addressed to European Soldiers in India shall be forwarded free of postage, although they may not be franked, provided they do not exceed the weight of three tolahs." This privilege, though nominally confined to letters received by Ship, applies in effect to steamer letters. If the plan we have proposed for taking consolidated postage on steamer letters be sanctioned, this practice will be continued not as a privilege, but as a part of the general system of prepayment which we think it advisable to introduce.

191. We propose to continue to Officers commanding regiments, the power to dispatch letters on the Public Service at the charge of the department to which they belong; and all correspondence on the subject of Family Remittances should still pass free, as such, without payment of actual postage, provided it does not contain any private letters whatever. At present, the Sepoys' own letters on the subject are commonly enclosed in the cover of the official letter; this practice should of course be discontinued, and such letters be sent separately as other private communications.

192. We come now to "Official Franks," and with respect to them we have experienced considerable difficulty in devising any scheme, which while it will continue to Officers employed on the service of the State, freedom from the charge of postage on letters sent and received by them, on the public business alone, will at the same time enable the Post Office to show credit for the service it performs for the Government, and secure greater attention to economy, by preventing the mails being unnecessarily loaded with official correspondence.

193. The evidence which we have collected on this subject chiefly goes to show the difficulty of devising any efficient check over the privilege of sending official correspondences free of postage, without at the same time introducing a cumbersome and expensive machinery, and in some cases embarrassing the public service. Almost all the Postal Authorities whom we have consulted state that the practice of enclosing private letters under official covers exists, but they have shown great hesitation in bringing forward specific instances, in support of their assertions and but few cases have been circumstantially brought to notice; there can however, we think, be little question that the privilege of official franking is in many cases abused; it could indeed scarcely be otherwise, considering the very great number of officers both European and Native to whom it is entrusted.

194. It has been proposed, in order to diminish the weight of Service packets sent by post, that every public officer should pay the postage of such packets dispatched by him, receiving in lieu a fixed monthly allowance, calculated on the average amount of nominal postage that has been charged on such packets for a given period. To this plan, however, insuperable objections arise, from the difficulty, if not impossibility, of fixing in the first instance, and afterwards regulating what would be a fair allowance on account of postage to every public officer in India, as well as from the manifest impropriety of the Government allowing a certain charge to be incurred under this head, without any certainty that the whole amount would be repaid as postage.

195. It has also been proposed that officers having to send letters on the public service, should pay the postage chargeable on them in the first instance, receiving it afterwards from Government by means of a contingent bill, to be audited and passed before the amount is disbursed. This plan is open to the objection of rendering it necessary either that large sums of money should pass through the hands of Post Office clerks, and others as postage, without the means of ensuring efficient security, or that a large number of Post Office label stamps should be expended without any corresponding advantage. It would also, as in the former case, be impossible to ascertain with certainty that the sums charged as postage had been actually expended, and the practice would moreover have the effect of introducing a complicated system of accounts, and giving rise to lengthy correspondence without adequate advantage to the public Service; the revenue accruing from the system being merely nominal.

196. Service stamps are also open to objection; their introduction would be attended with very considerable expense, both for their manufacture and continued supply all over the country; and they would yield nothing to the public resources. It would be difficult to arrange any system of check for their application, for though they could be made use of nominally only for official correspondence, there would be nothing to prevent officers entrusted with them, (and they must, it is obvious, be entrusted in large numbers to all classes of public officers in

the districts) from making them the means of freeing some of their private letters from taxation, or allowing others to participate in the advantage.

197. Nor would the requiring the Officer to sign his name, as well as apply a service stamp to his letter, obviate the evil; as any one inclined to violate the law, would not be deterred from expending a service stamp, because he had also to frank the communication, provided it was addressed to some one, who, he was sure from a principle of mutual advantage, would not bring the circumstance to light.

198. At the same time we are unwilling to leave the matter as it now stands; and although we are unable to propose any scheme which will remove every objection to any letters being sent by the public post without actual payment of postage, we trust the measures we are about to recommend, may lead to a mitigation of the evil.

199. The object in view in any plan which may be proposed is two-fold; first, to ascertain the amount of work performed by the Post Office for the State; and secondly, to reduce as far as may be practicable, the excessive weight of packets sent free of postage on Public Service. The plan by which we propose to accomplish these ends, as far as practicable, is wholly to abolish the privilege of official franking as has been done in the United Kingdom, to credit the Post Office with the postage due on letters and parcels posted by certain officers on the Public Service, a corresponding debit being made in the accounts of each department, and to restrict within the closest possible limits the number of officers empowered to send letters, &c. by post, on the Public Service, without actual payment of postage.

200. There are a great number of officers on whom, from the extent of the correspondence they must necessarily carry on, on the Public Service, it is manifestly unfair to impose the payment of postage. Under existing rates, the nominal postage chargeable on letters dispatched by some of them averages as much as Rupees 2,000 a month, and even under the proposed reductions, the amount would be very considerable. To all such we consider it will be still necessary to continue the privilege of sending their official correspondence by post at the public charge,

201. In reviewing the lists of parties now authorised to frank on the Public Service appended to the present Post Office Rules, it appears to us that many of the Officers included in them might well be left out altogether, or their privilege more circumscribed. In some cases the official correspondence carried on by them *bona fide* on the subject of their own Departments, is extremely limited; and the amount they would have to pay as postage, under the reductions proposed, so small as to make it scarcely worth while

to continue to them the franking power: while in others, any letters, which they require to send by post, should rather be considered as on the private concerns of themselves or their office, than on the public service of the State. Of the latter description is the correspondence of all Funds and Societies which ought certainly to contribute directly to the support of the Post Office.

202. Again, some officers, who enjoy the franking privilege, can have occasion only to address particular officers or departments, when corresponding on public service; these we propose accordingly to transfer from List No. I. to List No. II., continuing to them the privilege of sending their letters at the public charge; but restricting it either to their immediate superiors, or to the division or district in which they are employed. List No. III., which provides for the case of officers who have not the privilege of franking, having occasion to correspond on the Public Service, we propose to expunge altogether. Such of the authorities included in it, as have to write frequently on official subjects, we have transferred to List No. II. The rare occasions, on which the others could be called on to send official letters by post, seemed to us not to stand in need of special provision: they might, we think with propriety, be left to pay the very small postage, which, under an uniform rate, would be leviable on such communications.

203. We have prepared revised lists of the authorities to whom we would continue the privilege, for the approval of Government. These lists should be printed both in English and the Native language, of the district, and kept in all Post Offices. The present lists of persons authorised to frank are for the most part not understood or attended to by the Post Office subordinates; their practice in some cases being to admit as free every letter with the signature of an European officer, without reference to his being empowered to frank or not.

*Revised Lists submitted
Appendix B, No. 2
To be printed in the English and Vernacular languages*

204. The great number of covers, which must still necessarily pass through the Post Office without actual payment of postage would, unless a very considerable expense for establishment be incurred for the purpose, preclude the possibility of the nominal postage accounts of each office, being checked by the Post office. All that will be possible, is for the department to keep an account of the weight and postage of official letters and parcels posted for dispatch; which might be rendered monthly either to the Post Master General or to the Accountant, with the monthly cash account, and a general statement prepared from them and submitted annually for the information of Government.

System of charging, and accounting for postage further explained.

205. Each Post office would under this scheme, keep a book in which should be entered the name of every officer enjoying authority to send letters, &c., on the Public Service, in the habit of posting his letters at that particular place; the names being arranged according to the departments to which they belong. Under each name would be entered the number, weight, and nominal postage of all letters and parcels sent to the Post office, under the signature of each; and, at the end of the month, an account of nominal postage chargeable to each department would appear in the

body of the cash account submitted either to the Post Master General or to the accountant.

206. In the Cash Account, the amount of postage due on official covers posted during the month would be credited in one sum to the Post Office, and debited on the other side to the department to which the authority signing them belongs; all Service letters posted at Police Chowkeys, or at any place where there is no regular Post Office, should in like manner be accounted for at the first Post Office at which they are received, being there debited to the account of the officer signing them. Every letter and parcel should be superscribed with the word "Service," and also with the name of the Department to which the officer sending it belongs, thus:

Form of address on Service Letters

Revenue Service.	
<i>The Commissioner of Revenue,</i>	
A. B.,	AGRA
<i>Collector</i>	

No cover should on any account be admitted as a Service letter, unless properly attested with the signature of an officer enjoying the privilege. *The cover of every Service letter to be signed* at present, in some Post Offices, both English and Native letters are permitted to pass free of postage, under the seal of the Department alone, without any frank whatever.

207. The Post Master General or Accountant, to whom the accounts of the Post Office may be rendered, should prepare and lay before Government an annual Return of the aggregate nominal postage chargeable in every Post Office against each Department, and the means would thus exist of ascertaining, when necessary, the fluctuations in Service postage throughout the country; as well as of calling for an explanation of any great increase, in the charges of any particular Department or Office.

208. After a full consideration of the whole question in all its bearings, we have come to the opinion, an opinion in which we are supported by the views of those most competent to form a correct judgment, that nothing beyond this mere approximation to a check will be feasible; any system by which the postal expenditure of all the various Departments and offices under Government, could be subjected to actual examination and check, would not only involve a very complicated system of accounts and correspondence, but bring under discussion, the difficult and comprehensive question of the feasibility of reducing the number and bulk of official letters and Returns; a subject beyond the scope of our enquiries, and on which therefore, we have forbore to enter.

209. We add however a few suggestions of a general nature connected with this part of the subject, the adoption of which will tend considerably towards the important end of reducing the bulk and weight of the mails.

1st.—Quarter sheets of paper should be used on all occasions, when the communication is sufficiently concise to be contained in them; unless on matters of sufficient importance to be permanently retained on record. Such letters, as well as all accounts, periodical

Smaller sized paper to be used in some cases.

Returns, and Statements, might be sent under a binder, or short cover open at the ends, in the same manner as newspapers, and not in an envelope; and a lighter description of paper used for the covers of letters

Letters exceeding 12 tolahs to be sent by Banghy

* Appendix B, No 1

Except under certain circumstances, and when duly certified

2nd.—The Section XIII. of the Draft* Act, which enacts that “where there is a banghy established on a line of road, “no person should be entitled to demand that any letter or “packet exceeding 12 tolahs in weight, shall be conveyed by “the letter post on that line of road;” should be strictly enforced with respect to official correspondence; the only relaxation permitted, being when the party sending the letter certifies upon it in writing, under his full signature, that the contents are of an emergent nature, in the following terms:

“I do hereby certify that it is essentially requisite for the good of the Public Service that this packet, exceeding 12 tolahs in weight, should be sent by letter mail, “and not by banghy.”

It should be the duty of the Officer to whom such packet is addressed to bring to the notice of the Post Master General, for the information of Government, any instance in which such certificate has been made use of without sufficient cause.

Penal to enclose a private letter

3rd.—We further propose to make the sending a private letter, under an official cover, a penal offence; punishable by a fine of Rupees 50 in each case

4th.—At present many official letters, which officers of Government address to one another, are not on the Service of the State, but on the private business of individuals; such as advices of drafts being granted; commissions to take evidence in civil suits, applications for leave of absence, or for appointments, &c., &c. These should in all cases be made subject to the payment of postage, the party requiring the accommodation enclosing the necessary stamp to cover the expense of postage, or incurring the double charge on an unpaid letter.

Letters not strictly on Public Service to be subject to postage.

5th.—Official Gazette, intended for transmission by post, should be lightened as far as possible; with this object, the hawk impression should contain only subjects of general importance; and notices of mere local interest should be printed in a supplement for circulation at the Presidency only. The Vernacular Gazette, translations of the Acts

Official Gazette sent by post to be lightened.

of the Government of India, or other matters intended* for Native readers in the Mofussil, should be sent by banghy instead of by letter mail.

VI.—GENERAL MANAGEMENT.

210. On the several points included under this head which have appeared to demand special notice, each Commissioner has prepared a separate memorandum which will be found among the papers in the Appendix.*

* Appendix C, Nos 1, 2 and 3.

We proceed to notice those in respect to which a general plan, applicable to the whole of India, may with advantage be adopted, and the present varying practice of the several Presidencies assimilated.

211. The first point to which we shall refer is the position of the Post Master General of Bengal, Madras and Bombay with respect to the

Separation of the functions of the Post Master General from those of Post Master of a Presidency town

Post Offices, or, as they are called, the General Post Offices, at the Presidency Towns. At present, each Post Master General, in addition to the general control which he exercises over the whole Post Office Department, retains special charge of the Presidency Post Office; while the Deputy Post Master General is in the position of an Assistant to the Post Master General, the nature and extent of his duties and responsibilities not being clearly defined, and being at any time liable to change at the discretion of his superior.

212. The particular inconveniences arising from this arrangement are referred to at length in our separate memorandums; but it may be stated

Inconvenience arising from the union of the two offices

generally that attention to the details of any particular office is incompatible with an efficient administration of the department, and that, so long as both duties are vested in the same persons, it cannot be expected that either will be discharged so satisfactorily as if the two were entirely separate, and each officer held responsible for the performance of his own. It will almost invariably be found that under the present system if the Post Master General be a zealous public servant the Deputy occupies the position of a ministerial officer, and that if the contrary be the case, the business may be conducted in the name of the Post Master General, but the whole labor devolves upon the Deputy.

213. The advantage attending an entire separation of the functions of Post Master General from those of a local Post Master is exemplified in

Post Master General of the North-West Provinces is not directly connected with any Post Office

the North-West Provinces, where, owing chiefly to that circumstance, but partly also, it may be added, to local peculiarities, and to a judicious selection of Post Masters General, the Post Office has been better administered, and made to conduce more to the convenience of Government and of the public, than in any other part of India.

214. We recommend therefore that the office of Post Master General be entirely separated from that of Post Master at the three Presidency towns, and that instead of Deputy Post Masters General there be appointed Post Masters respectively of Calcutta, Madras and Bombay, subordinate to the Post Master General like all other Post Masters. All ministerial officers in the Presidency Post offices should be nominated by the Post Master, subject to the confirmation of the Post Master General.

215. It is of great importance that the Post Masters General should travel along the lines of post road and visit the several Post Offices under their control as frequently as possible. This essential part of a Post Master General's duty does not appear to have been satisfactorily performed except in the North-West Provinces, where the Post Master General, unhampered by any local engagements, is enabled to visit almost every Post Office throughout his extensive jurisdiction in the course of the year. In Bengal and Bombay, the Post Masters General make occasional tours of inspection. In the former Presidency the number of Post Offices visited on each occasion is extremely small, and there are several offices, including some at no great distance from Calcutta, which have not been inspected for many years. In both Presidencies the inspection has not been so searching or complete as might have been desired. In Madras the Post Master General does not seem even to be expected to leave the Presidency town, and in Bombay it is only since 1847 that personal inspection of the Post Offices in the interior has been required from the head of the department. During their absence from Head-quarters on a tour of inspection, the Post Masters General should be required to submit brief weekly diaries of their proceedings to superior authority.

Present allowances of Post Masters General

216 The salaries of the several Post Masters General are as follows:—

Bengal—Rupees 24,000 a year, with a travelling allowance of Rupees 300 a month while absent from the Presidency.

North-West Provinces—Rupees 16,000 a year, with a fixed allowance of Rupees 2,400 a year for travelling expenses.

Madras—Rupees 28,000 a year.

Bombay.—Rupees 24,000 a year, with an allowance of Rupees 10 a day while actually travelling.

217 We should recommend that the salary of each of the four Post Masters General be fixed at Rupees 24,000 a year, with an allowance of Rupees 10 a day while actually travelling. There seems no reason why the salary of the Post Master General of Madras should be higher than those of Bengal or Bombay, and on the other hand a salary of less than rupees 24,000 would not be commensurate with the duties and position of an officer at the head of an important department in any one of those three Presidencies. In the North-West Provinces, the office of Post Master General in respect to extent of territory, number

of offices, and amount and variety of business, is considerably more arduous and responsible than in any of the other Presidencies, and the officer who fills it ought not, we

* *Note.*—The salary of the Post Master General of the North-West Provinces was raised by the Government of India in 1849 to Rupees 24,000 a year including travelling allowance; but the Hon'ble Court disallowed the arrangement in consequence of the junior standing in the Service of the officer appointed to the situation, and because the increase was allowed without the Hon'ble Court's previous sanction.

think, to receive a lower remuneration than the others.* In the North-West Provinces alone has the income derived from postage, exceeded the expenses of the department, and the State has also derived a considerable profit from the Bullock trains and Pas-

senger carriages, the management of which rests with the Post Office. The travelling allowance of Rupees 10 a day is that now fixed for Bengal and Bombay. It is a liberal but certainly not an excessive allowance for the purpose. A smaller amount would frequently be found insufficient to reimburse expense actually incurred, and it is not desirable that the Post Masters General should be discouraged from frequent travel by the apprehension of pecuniary loss.

Present allowances of Deputy Post Masters General

218. The present Deputy Post Masters General are remunerated as follows:—

Bengal—Rupees 8,400 a year and apartments in the General Post Office.

Bombay.—Rupees 6,000 a year and apartments in the General Post Office.

But the present incumbent also draws a personal allowance of Rupees 1,200 a year for services in other departments, which is not charged to the Post Office. He is also excused from residing in the General Post Office and receives rupees 1,800 a year as house rent instead.

Madras.—Rupees 4,800 a year and apartments in the General Post Office.

219. In the place of these officers we have proposed to appoint Post Masters of the three Presidency towns subject only to the same control by the Post Master General as he exercises over other officers of the department. Considering the position they will each hold at the head of the Post Office in a populous, commercial city, we think that they ought not to receive a lower remuneration than that now allotted to the Deputy Post Master General of Calcutta, viz., rupees 8,400 a year and apartments in the General Post Office. But residence in the General Post Office should be made an indispensable condition of office.

220. The designation of General Post Office is inapplicable to the Presidency Post Offices of India, particularly if, as we propose, the office of Post Master General should be entirely separated from them. we think therefore that they should in future be designated the Post Offices of Calcutta, Madras and Bombay.

Office of Superintendent of the Calcutta General Post Office may be abolished

221. In the Calcutta Post Office, under the Post Master General and Deputy Post Master General, is a Superintendent on Rupees 300 a month, who is in fact a second assistant to the Post Master General in all branches of his duty, whether connected with the Post Office Department in general or the Calcutta Post Office in particular,

and performs much of the work which, under a proper distribution of business, would devolve either upon the Post Master General or his Deputy. This Office the Bengal Commissioner is of opinion may be abolished, and as no such Office is found necessary either at Madras or Bombay, we concur in recommending its abolition, due regard being had to the services and claims of the present incumbent.

*Comparative Statement
of the number of Clerks
employed at each General
Post Office*

222 The following Table shows in a comparative form the establishment of Clerks entertained at each Presidency Post Office arranged according to departments.

DEPARTMENTS	CALCUTTA			MADRAS			BOMBAY		
	Number of Clerks	Salary		Number of Clerks	Salary		Number of Clerks	Salary	
Account,	8	394	0 10	3	168	0 0	4	360	0 0
Cash,	1	228	0 0	1	190	0 0	0	0	0 0
Audit,	0	0	0 0	4	90	0 0	0	0	0 0
Total, ..	12	622	0 10	8	448	0 0	4	360	0 0
Correspondence,	8	317	0 5	6	231	0 0	3	99	0 0
Oriental,	2	41	0 0	0	0	0 0	0	0	0 0
Record,	2	45	0 0	2	45	0 0	0	0	0 0
Time Clock,	3	61	7 1	3	75	0 0	0	0	0 0
Total, ..	15	464	7 6	10	351	0 0	3	99	0 0
Ship and Steam,	17	574	0 0	14	442	0 0	1	257	0 0
Prepayment,	0	0	0 0	0	0	0 0	5	235	0 0
Total,	17	574	0 0	14	442	0 0	9	492	0 0
Letter Mail Receipt or Inward, ..	18	576	8 8	11	230	0 0	8	262	0 0
Total,	18	576	8 8	11	230	0 0	8	262	0 0
Letter Mail Dispatch or Outward, ..	33	645	7 6	25	646	0 0	9	336	0 0
Posting Department,	0	0	0 0	0	0	0 0	4	83	0 0
Receiving Houses,	6	86	0 0	8	136	0 0	4	80	0 0
Forward,	3	61	2 0	0	0	0 0	0	0	0 0
Total,	42	792	9 6	33	782	0 0	17	499	0 0
Miscellaneous,	8	251	0 0	1	18	0 0	0	0	0 0
Banghy,	9	218	8 8	5	93	0 0	4	110	0 0
Dawk Bearers,	3	60	0 0	0	0	0 0	0	0	0 0
Total,	*124	3557	5 2	82	2364	0 0	45	1822	0 0

* In the Calcutta General Post Office 11 Clerks, drawing an aggregate Salary of Rupees 157 8-8, have been discharged recently on the abolition of detailed registry. The establishment now consists of 113 Clerks at an aggregate monthly cost of Rupees 3,401-10-6.

223. The following is a comparison of the number of Clerks at each Post Office on each grade of salary:—

Monthly Salary.			NUMBER OF CLERKS.		
			Calcutta.	Madras.	Bombay
200	0	0	0	0	1
190	0	0	0	1	0
180	0	0	1	0	0
160	0	0	2	0	0
140	0	0	0	0	1
133	0	0	0	1	0
100	0	0	6	1	0
95	0	0	1	0	0
85	0	0	0	0	1
80	0	0	1	1	2
70	0	0	0	1	1
67	14	10	1	0	0
60	0	0	2	1	3
55	0	0	0	0	1
50	0	0	0	3	4
47	0	5	1	0	0
40	0	0	5	2	1
39	0	0	0	0	2
35	0	0	3	6	2
34	0	0	0	0	1
33	0	0	0	0	2
30	0	0	6	1	3
28	0	0	0	1	1
27	0	0	0	0	1
26	2	0	3	0	0
26	0	0	1	0	0
25	0	0	11	15	1
24	0	0	0	1	0
21	0	0	0	4	0
20	14	5	3	0	0
20	8	8	1	0	0
20	0	0	25	18	7
18	0	0	1	7	1
17	0	0	3	0	0
16	0	0	8	0	0
15	0	0	5	12	4
14	0	0	0	6	1
12	8	8	3	0	0
12	0	0	15	0	1
10	0	0	13	0	3
8	0	0	1	0	0
8	0	0	2	0	0
Total, ...			124	82	45

Of which the following is an Abstract:

Clerks on Salaries.	Bengal	Madras	Bombay
Of Rs. 100 and upwards,	9	3	2
„ Rs. 50 and upwards,	5	6	12
„ Rs. 25 and upwards,	30	25	14
„ Rs. 15 and upwards,	46	42	12
Less than Rs. 15,	34	6	5
Total,	121	82	45

224. In Bengal the average salary of each Clerk is Rupees 28-11, in Madras Rupees 28-12, and in Bombay Rupees 40-5. The number of letters and packets dispatched from each Presidency Post Office in a period of four weeks is as follows:

	Calcutta	Madras	Bombay.
Inland letters and newspapers,...	93,804	64,612	86,062
Steamer Covers,	16,747	1,210	38,751
Ship Covers,	3,853	2,609	1,512
Banghy Parcels,	5,310	2,116	1,828
Total,.....	119,804	70,747	128,153

225. Without therefore expressing an opinion as to the particular instances in which reduction and alteration of establishment may be practicable (a point more appropriately discussed in our separate memorandums) we may remark generally that allowance being made for any possible difference in the national habits of the persons employed, the strength of establishment found sufficient for carrying on the duties of the Post Office at Bombay ought, under a proper and methodical arrangement of business, to suffice for the same purpose at the other Presidencies. It seems probable that, in Bengal at least, the number of clerks employed, some of them on excessively small wages, must tend to impede business by the introduction of incompetent persons into the Office, rather than to its dispatch.

226. If the Office of Post Master General be separated from that of Post Master at the Presidency towns, it will be desirable, for the better arrangement and dispatch of business, that the Presidency Post Offices should be divided into the following departments, the heads of which should be responsible direct to the Post Master.

- | | |
|--------------------------------|-------------------------------|
| 1 Correspondence. | 4 Inland letter mail receipt. |
| 2 Account and Cash. | 5 Ship and Steam. |
| 3 Inland letter mail dispatch. | 6 Banghy |

227. The greater part of the correspondence which now passes through the General Post Office, and the business of regulating the mails and checking the rate of travelling, and also the disposal of unclaimed letters, will be transferred to the Office of the Post Master General. The expense of an adequate Office establishment for the Post Master General, which ought not to exceed Rupees 100 a month, may be met by a corresponding reduction in the strength of the General Post Office establishments. Whatever deficiency in this respect there may be in the Bombay Office, where the estab-

ment is actually, and still more comparatively weaker than elsewhere, can be made up from the other Presidencies. The business of laying dawks for travellers, instead of forming a separate branch, should be conducted in subordination to the head of the correspondence department of the Presidency Post Office.

228. It is shown in the separate memorandums that the plan of preparing the Post Office accounts in the different Presidencies is not uniform. In Bengal no accounts are prepared in the General Post Office except those of the office itself. The cash accounts of the Mofussil Offices are furnished direct to the Accountant to the Government who prepares from them, and from the Cash Account of the General Post Office, a general abstract of the receipts and disbursements of the Post Office for the whole Presidency, and the usual annual ledger and journal. Only a monthly memorandum of receipts and disbursements of each Post Office is sent to the General Post Office; and these memorandums are entered in a register, but no use is made of them except for occasional reference, and that very rarely.

229. In Madras and Bombay the Cash Accounts of the Mofussil Post Offices are submitted to the General Post Office, and are there combined in one general monthly account for the whole Presidency and submitted to the Accountant General. The ledger and journal for the year are also prepared in the General Post Office and an annual statement of receipts and charges is submitted by the Post Master General with a brief report to Government.

230. In the North-West Provinces the Post Office Cash Accounts are furnished to the Accountant to Government, by whom the general accounts are prepared. A copy of each Cash Account (without the vouchers) is also sent to the Post Master General, by whom an abstract of the receipts and disbursements is prepared and submitted to Government with an annual report on the state of the department.

231. It would be advisable, we think, to modify the practice of all the Presidencies. It is not expedient that the Post Master General or his establishment should be hampered with the examination and preparation of accounts which can be as well compiled, and which in fact are already in some cases compiled in the office of account. The Cash Accounts of all Post Offices should be sent direct to the Accountant to Government, and a general abstract of receipts and disbursements of each year should be prepared in the Accountant's Office, and furnished to the Post Master General for the purpose of enabling him to submit an annual report upon the working of the department. By this plan uniformity of practice would be attained and the work would not in any case have to be done twice over. It is not necessary for purposes of control that the Post Master General should be kept acquainted monthly with the receipts and disbursements of each office. A memorandum of postage realized would be sufficient.

232. In the General Post Office of Calcutta and throughout the North-West Provinces it is the practice to credit in the Cash Account as an actual receipt all postage *due* on unpaid letters received at each Post Office during the month, and to hold the uncollected amount in inefficient balance. In the Mofussil Post Offices of Bengal, and at Madras the custom is to credit in the Cash Account only the postage actually collected on unpaid letters, and to show the amount due on undelivered letters in a memorandum at the foot. In Bombay only the actual collections are credited, but the amount due on undelivered letters is not shown at all. The practice of Madras and of the Mofussil Post Offices of Bengal in this respect ought to be adopted throughout India.

233. The Accounts of the General Post Office profess to show under distinct heads the amount of inland, ship, banghy and steam postage collected and due on paid and unpaid letters; but, although the total amount may be correct, the details are invariably erroneous. Thus, at Calcutta, all steam ship and inland postage on letters posted in the ship and steam department is credited in the Cash Account as *ship postage*, and all steam and inland postage on overland letters sent *via* Bombay is credited as *inland postage*. But when the memorandum of steam postage, due to the Bombay Presidency and to the London General Post Office is made up at the end of the month, the whole amount of such postage is deducted in the accounts from the item of inland postage, and the result is that the accounts show a smaller amount of inland and a much larger amount of ship postage than is actually collected. It would occasion, perhaps, needless trouble if any attempt were made to distinguish in the accounts between inland and ship postage due on the same letter, and, in the case of unpaid letters, it would be impossible without giving rise to great delay in their delivery. But the accounts ought to exhibit correctly the character of the several items they contain, and for this purpose it would be advisable to reduce the entries under the head of postage to the following:

- 1 Postage on inland letters and newspapers.
- 2 Postage on inland parcels.
- 3 Postage on all ship and steam letters and packets

When the steam postage comes to be deducted at the end of the month, the third item will exhibit all ship postage properly so called, and the inland postage on ship and steam letters. The peons will have no difficulty in accounting separately for the postage on articles delivered to them from the inland, ship and steam, and banghy departments, especially if postage be uniform without reference to distance.

234. The Cash Accounts of the Presidency Post Offices being confined to the transactions of the Office itself, and those transactions being of a limited extent and very simple character, the entertainment of a separate treasurer, and a separate accountant, and the complete separation of the departments of cash and account seem perfectly useless.

Cash Keeper and Accountant should be one and the same person.

The two Officers should be combined in the person of an Accountant and Treasurer, whose salary together with those of his assistant clerks ought not, on any account, to exceed the amount now sanctioned for the purpose at Bombay.

235. We may refer in this place to a proposal which has been made from time to time to establish a check account over the local Post Masters, either by requiring from each Post Master Monthly Statements of letters dispatched to and received from every other Post Office in India, with the paid and unpaid postage due upon the same, or by sending every chellan or letter bill, attested by the Post Office of dispatch and receipt, to a central office of account, where each Post Master should be debited with the postage due at his office, from which he could only discharge himself by a remittance, by the production of unclaimed letters, or by the entry of forward letters in other letter bills.

Plan for general check of postage accounts

236. In the first place it may be observed that the check, however imposed, must be incomplete, inasmuch as all that it can possibly prevent is the embezzlement of postage once entered in a letter bill or statement, while it is altogether ineffectual to prevent the description of fraud commonly supposed to prevail, viz., the suppression of letters for the sake of the postage, which, whenever it happens, must happen before any entry is made. And if, as we have proposed, prepayments in money for letters be discontinued, and the amount of unpaid postage reduced to a minimum by the imposition of a double charge, the objections which have on former occasions been felt by Government to the adoption of such a plan on the ground of its disproportionate expense would acquire additional force. Even with the help of forward offices, by means of which the number of accounts between different Post Offices might be greatly reduced, the cost of one central check establishment, or of four such establishments, one at each Presidency, would in all probability exceed the highest estimate that has ever been made of the amount lost to the Post Office by peculation, and the mails would continue to be loaded with much useless matter of which it is now our object to lighten them. The best prevention of peculation is the use of postage stamps, and the adoption of a low uniform rate of postage.

237. It is necessary to premise the recommendations we have to offer for the future conduct of business in this department of the Presidency Post Offices with a few remarks touching the light in which ordinary letters passing through the post should be regarded and the principle upon which it is proper to treat them.

Inland letter mail dispatch department

238. In times past the Indian Post Office has attempted, and professed to be able, to trace each letter from the sender to the receiver, and for that purpose an elaborate series of checks has been provided commencing with the Post Office receipt invariably given to the person who posts a letter, and ending with the receipt which (especially in the case

Checks heretofore used with the view of tracing letters

of Native letters) is frequently, but not always, taken by the delivery peon from the person to whom it is delivered. During the progress of each letter through the post it is subjected to several processes, varying not only in the different Presidencies, but in different Post Offices of the same Presidency, all tending to delay its progress, but all intended to afford the means of tracing it, as it is called, in the event of enquiry.

239. The practice of registering every letter in detail three times, once in English at the Office of dispatch, again in English at the office of receipt, and a third time in the books of the delivery peon, used to be relied on as the only means by which the safety of letters passing through the Post Office would be secured. But as the number of letters increased, and the public became more urgent for their speedy delivery, the local Governments have gradually authorised the discontinuance of detailed registry in English, and the practice is now confined to the delivery peon's books. Still the habit of registration, and the attachment of the Native officials to a minute system of receipt and check, so inveterate, that although the inutilty of these bulky records for their professed object has been repeatedly demonstrated, and in spite of the permission of Government to dispense with them, they are still maintained at some offices at the expense of much labor and time, either upon the plea that they afford the clerks the means of absolving themselves from any imputation of making away with a missing letter, or for the supposed purpose of checking the receipts of postage on paid letters.

240. In fact, no system of registration can ensure the safety of a letter, or lead to its discovery if stolen. The holder of a Post Office receipt may be able to prove that his letter was posted, and the Clerk at the dispatching office may show that it was entered in the register; but, if it be not entered in the register at the office of receipt, it must ever be impossible to discover, by means of the registers, whether it was lost or wilfully abstracted, whether the loss or theft of the letter took place at the office of dispatch or receipt, and whether, if stolen, it was stolen by an officer of the Post Office or by any other person. The check in this respect would not be complete even if a detailed list of all the letters of each dispatch were entered in the chellan, a step which never has been attempted, and which obviously could not be taken without giving rise to intolerable delay and inconvenience. Again, even though the letter should be found entered in the registers of both offices and in the peon's books, since it is found impracticable in many cases to obtain receipts from parties to whom letters are delivered, and, as such receipts, (being nothing but initials, or a cypher, entered in the last column of a delivery book) can be readily forged or imitated, it is obvious that if a letter be stolen by a peon, his register will not afford proof of the crime, and that even if he admits the non-delivery of the letter, it must always be impossible to prove, by any evidence which the book affords, whether he lost or stole it. As a means therefore of ensuring the safety of a letter, or its recovery, if lost, the grant of a Post Office receipt, even under the system of detailed registry, which used to exist, and still more now that system (of which indeed the receipt was a part) has been interdicted, is useless

241. We are not aware that the practice of giving receipts to parties posting ordinary letters, and taking receipts from parties to whom such letters are delivered, exists in any other part of the world where there is a Post Office except India. It certainly does not obtain in England, France, or the United States of America, and could not, in fact, be carried out in those countries without causing either such delay in the posting and delivery of letters, or such expense for additional establishments, as would not be tolerated. The principle there assumed, and which must guide the proceedings of every Post Office through which a large number of letters pass, is that ordinary letters are valueless except to the parties sending and receiving them; that in the absence of a motive to destroy them they will be safe, and that a credible complaint of the loss or non-delivery of a letter posted at one given place for dispatch to another affords as certain a clue to awaken suspicion and enquiry, and lead to detection, as if it were supported by a Post Office receipt.

242. It has been objected, however, to a discontinuance of the system of giving receipts for all letters, *First*, that the system affords security against the dishonesty of servants employed to post letters; and *Secondly*, that it affords evidence, which may be appealed to, as between party and party, that a letter has been actually posted, and that its non-delivery is, at all events, not owing to the fault of the sender.

243. *With regard to the first point, we would observe that no person has a right to expect that the Post Office should relieve him from the trouble of being particular as to the honesty of his servants, or rather to employ dishonest or careless servants, and expect the Government to secure him from the effects of their negligence or dishonesty. We consider the prejudice, which seems generally to be entertained against the honesty of Native servants of the class usually employed to carry letters to the post, to be in a great measure unfounded, and that this prejudice is unduly encouraged and fostered by the very habit of expecting receipts and keeping a dawk-book for the purpose of recording them; but, be that as it may, although there might perhaps be no serious objection to the grant of a receipt in each case, if the number of letters passing through the Post Office was so small, that the practice would not occasion either expense or delay, yet, as the contrary is the case, and the whole business of the department is delayed, and the cost of establishment increased by what to say the least is a superfluous process, we are decidedly of opinion that no considerations arising from the supposed dishonesty or carelessness of private servants ought to prevent its immediate discontinuance.

244. If a receipt be required for a letter as evidence of its having been posted, such evidence to be used afterwards to discharge the sender from the responsibility of sending it, we reply, that for this object, as well as for ensuring the utmost possible care in the

transmission and delivery of important letters, a system of special registration on payment of a fee, such as has been introduced in Bengal and Bombay, and is about to be adopted in the North West Provinces, will be found amply to suffice. It is perfectly reasonable that parties who require from the Post Office any thing more than ordinary care and diligence in the delivery of their letters should pay for it.

245. We therefore recommend that the system of granting receipts for ordinary covers posted at any Post Office should be entirely discontinued, and that all such covers intended for transmission by post should be dropped into letter boxes, and received in no other way.

246. The business of the letter mail dispatch, or outward department in the Presidency Post Offices ought then to be confined to the following steps:

- 1.—All stamped and unpaid covers to be dropped into letter boxes.
- 2.—Registered letters to be received by a clerk at the window, taxed, stamped, enclosed in a duplicate receipt, and made over to the dispatching clerk.
- 3.—Covers to be taken out of the boxes; sorted into stamped, service and unpaid, weighed, stamped with the appropriate office stamp, and taxed.
- 4.—Covers to be sorted into divisions and made over to the dispatching clerk.
- 5.—Covers to be sorted according to their destination, entered in the chellan or letter bill and dispatched, the entries in each letter bill being copied into an abstract register corresponding with the chellan.

247. At the receiving houses, stamped and unpaid letters should in like manner be dropped into a letter box, which may either be carried to the General Post Office, or the letters taken out and entrusted to a messenger, according to the discretion of the Post Master in each case. The same process may be observed at all letter boxes, which may be established in any part of the Presidency Towns.

At receiving houses, (where there is a clerk appointed by Government) registered letters may be received on payment of the fee, and treated in the same way as at the General Post Office.

Where letters are to be taken out of a letter box and sent by a peon to the General Post Office, the box should be opened in the presence of the peon, and the letters dropped into a locked bag (provided with a slit) of which the key should be kept at the

General Post Office. Every letter box should have two locks, the key of one of which should be kept by the receiver or other person in charge of it, and the key of the other by the peon who is to carry the contents to the General Post Office.

The Post Master might also authorise any of the peons, whose services could be spared for the purpose, to collect letters on payment of a fee of one anna, the letter and the fee being dropped together into a locked bag.

The number of receiving houses should be proportioned to the wants of the public, and there should be letter boxes at every Police Thana or Station, at places of public resort, and at other convenient places at which respectable persons may be found willing to take charge of them.

248. The form of chellan to be used with the letter mail should be simple and uniform throughout India. It is enough if it show the number

Form of chellan. of stamped, unpaid and Service letters and newspapers, and the postage charged upon the two latter kinds. In the present forms of chellan it is usual to enter forward and returned letters separately, but this does not appear necessary, because forward covers are charged afresh, and may be entered as unpaid, and we shall presently propose that letters hereafter refused for postage be not returned to the sender but destroyed. The addresses of registered letters should be entered at the foot of the chellan. At the back of the chellan should be shown the number of packets or bags accompanying the mail, the places from which they come and those for which they are intended.

Special Registration 249. The system of specially registering letters, recently introduced* into the Post Offices of Bengal and Bombay, which is, in fact, the English system adapted to local circumstances, ought to be generally introduced throughout the whole of India. The main features of the plan are as follows. (On payment of a fee of 8 annas in addition

* Note.—The number of registered letters dispatched from the Calcutta General Post Office in the month of March 1851 was 120, and 136 were received.

In January 1851 the number registered at the Bombay General Post Office was 54 and at out-station Post Offices 15.

to the postage chargeable on any letter, a printed form of receipt (of which a counterpart or check is kept in the Post Office) is given to the sender. The particulars of the letter are entered in a register, and the letter itself is wrapped in a printed form of duplicate receipt and made over to the dispatching clerk. The address of the letter is then entered at length at the foot of the chellan, and the letter itself (enclosed in its wrapper) is put into the mail packet with the other covers and dispatched. On the arrival of the packet at the office of receipt, the letter is delivered to the party addressed, and he is required to sign the receipt in duplicate, one half of which is returned to the office of dispatch and the other half kept in the office of receipt. By this means, the utmost possible care is taken in transmitting and delivering important letters in consideration of an additional payment, without, however, imposing upon the Government any responsibility in the event of their loss. We recommend the extension of

this plan to the whole of India, with a reduction of the fee to 4 annas, this being, we conceive, an ample remuneration* to the Post Office for the labor and expense involved in the receipt and registration of letters.

* NOTE.—The registration fee in the United Kingdom is six pence.

*Inland letter mail receipt department
Proposed routine of business.*

250. The business of this department should be confined to the following steps:

First.—One or more clerks to open the packets, compare the contents with the chellan, separate the registered and forward covers, sort the rest into unpaid, stamped, and Service, and then attest and file the chellan.

Second.—The covers to be stamped with the General Post Office stamp, bearing the date and the letters A. M. or P. M., according as they are for the morning or afternoon-delivery.

Third.—The covers intended for delivery at the window to be separated from the rest, and the others to be distributed to the delivery peons according to their beats.

Fourth.—A note to be taken of the number of unpaid letters made over to the window clerk and to each peon, and of the postage due upon them. This process being completed, the registered covers should be distributed to the peons, together with the blank form of receipt to be signed by the party addressed, or his known agent or servant.

251. The forward letters should be disposed of during the day, that is, in the interval between the delivery of the inward mails and the preparation of the outward mails for dispatch. The amount of postage due on the unpaid letters received during the day should also be ascertained as soon after the delivery as possible by adding up the amount shown in the chellans. The total, after making allowance for forward letters, ought to agree with the aggregate amount of postage due upon the unpaid letters delivered to the peons and to the window clerk. But the delivery of letters at the Presidency Towns ought not to be delayed for the purpose of reconciling petty discrepancies. If ordinary care be taken in noting the postage on the letters, as they are distributed (a process which, under an uniform system of postage, will be much simplified), no discrepancies will occur.

252. The first step towards the proper organization of a letter delivery is the division of each Presidency Town into conveniently arranged and well defined beats. The delivery peons should all be able to read and write the Vernacular language, and to decypher English addresses. Their wages ought not in any case to be less than rupees 10 a month, and they should have some prospect of improved pay dependent on good conduct and on long and faithful service. In number they should be sufficient to provide for two complete deliveries.

in each day. Accelerator carriages should be used in every practicable instance for conveying the peons of distant beats to their destinations, and this not only with a view to expedite delivery, but for the purpose of performing the work with a smaller number of peons. The description of carriage must depend on local circumstances.

253. A window delivery, such as exists generally at Bombay, and for steamer

Window delivery.

and overland letters at Madras, ought to be established at each presidency Post Office, whereby all persons signifying their desire to the Post Master may, by sending to the Post Office, obtain their letters from a clerk at the window, instead of being compelled, as at present, to receive them from one or other of the delivery peons. By this arrangement, of which at ordinary times the merchants in the vicinity of the General Post Office, and on the arrival of the steamer and overland mails nearly the whole European community, will probably be disposed to avail themselves, the delivery peons will be relieved of a considerable amount of the labor now imposed on them, and a larger proportion of them may be employed in distributing letters in the Native portions of the presidency towns.

254. The peons should be obliged to account daily for the postage on all unpaid

Peons' Accounts

letters made over to them, either by paying the collected postage into the treasury, or producing the undelivered letters upon which postage is still due. Where the system of agency cheques has been introduced; that is, where parties are allowed to deposit a sum of money at the Post Office, and to run up a bill for postage due on covers either received or posted, until the credit is exhausted, such a practice should be immediately discontinued and strictly prohibited for the future. It is extremely objectionable that the Post Office should keep accounts for the convenience of private parties; and the window delivery will be found to afford every facility for the delivery of letters, which can reasonably be expected.

255. With regard to letters and newspapers refused for payment of postage, we

Refused letters

recommend that they be no longer returned to the sender for the recovery of the postage, but destroyed. By far the greater proportion of refused letters are Native letters; and on these, owing partly to the custom, common among Natives, of writing letters without signatures, partly to the paucity of Hindoo and Mahomedan names, and to the great number of persons who bear them, and generally to the difficulty of finding a Native whose place of residence is not expressly indicated, it is found practically impossible to recover the postage. The consequence of this has been that in some Offices the practice of returning Native refused letters to the senders has fallen entirely into disuse, and in others the very objectionable and irregular practice of requiring every sender of a Native letter to write his name and address on the back of it, has been resorted to. Under an uniform low rate of postage, charged double of unpaid letters, it may be expected that the number of such letters will greatly diminish, and it seems certain that the trouble, and

expense of sending back those which may be refused will be far greater than the chance of receiving a low rate of postage on a very small proportion of them would warrant. Besides, it is not fair to subject Europeans to the operation of a rule from which Natives are practically exempt. We have shewn that the cost of conveying a newspaper from one place to another is much in excess of the postage realised upon it; it cannot therefore be worth while to return by Post those which are refused for payment.

256. A list of unclaimed letters should be made out daily, and exposed for at least a fortnight in a most conspicuous part of the Post Office, where it may readily be seen by parties coming to post or receive letters. The periodical publication in the Official Gazettes of unclaimed letters addressed in any European language should be continued, because it is found in practice to answer its object; but the similar publication of unclaimed letters addressed in the Native languages is found to be useless, and we therefore recommend that it be no longer insisted on. In other respects the present practice of treating unclaimed letters is unobjectionable.

257. So far as respects the receipt and delivery of letters and other covers in this department, the observations we have submitted, in regard to the practice of the inland departments of dispatch and receipt, are precisely applicable. The arrangements we propose for the future charge of postage on steamer covers have already been detailed at length in previous paragraphs of this report.

258. The mode in which the steam accounts with Her Majesty's Post Master General are kept will be found in detail in our separate memoranda; but on this point we desire to make the following suggestions.

259. The steam accounts are of two kinds. *First*, those which are kept between the Post Masters General of the Presidency Towns of Calcutta, Madras and Bombay on the one hand, and Her Majesty's Post Master General on the other; and *Second*, those which are kept between the Post Masters General of the Presidency Towns and the inland Post Offices to which steamer letters are forwarded from those towns respectively, and from which they are received.

260. Of the first description of account we are perhaps hardly authorised to treat, as the form of them is prescribed by Her Majesty's Post Master General, and so long as all steam postage on letters received in or dispatched from India is considered to belong to the Post Office of the United Kingdom, it must be accounted for in such manner as Her Majesty's Post Master General may direct.

261. But we think that the necessity for having any steam account at all between the Indian and English Post Office might be completely and unobjectionally got

rid of by simply taking all postage realised in India on account of the East India Company, and compounding for the same to the London General Post Office on an average calculation of the amount accounted for in the preceding year, either by an addition to the East India Company's portion of the contract payment to the Peninsular and Oriental Steam Navigation Company, or in any other way that might be determined on. This would be to put an end, by a very simple arrangement, to the present anomaly of collecting postage in India on account of the London General Post Office, and maintaining an expensive establishment for the purpose at the charge of the East India Company. It would also obviate the necessity of keeping these voluminous accounts and save a great deal of needless trouble and expense both in England and India. If prepayment of steam postage were made compulsory in all cases (except where conventions between the London General Post Office, and Foreign continental powers might render it impracticable) the arrangement above proposed between the East India Company and Her Majesty's Government would be rendered still easier of accomplishment; but we are not aware that there is any serious obstacle to it even under the present mode of charging steam postage.

262. It has also been suggested that the steam accounts between India and England might be got rid of by supplying English shilling postage stamps to India for sale to the public, compelling the public to use them in prepayment of steam postage, and putting a stop to the optional system of steam postage in England. This plan would certainly answer the purpose; but it would render stamp accounts necessary in the place of steam accounts, and would still leave untouched the objection that steam postage should be collected by the Government of India on account of the London General Post Office, at considerable expense and trouble, and without any remuneration. We prefer the plan of compounding for the postage by a fixed payment, and trust that it may be adopted.

263. With regard to the second description of accounts, there can be no doubt that if the present system of keeping them is maintained, they ought to be prepared in Bengal with the same punctuality and correctness that they are at Madras and Bombay and in the North West Provinces. The difficulties in the way of their preparation appear to be hardly so great as the Accountant and Post Master General of Bengal suppose, nor can any increase of establishment be necessary to perform that which is done by two of the Clerks on the limited establishment of the Post Master General of the North West Provinces, and by the same number of Clerks at Bombay, in addition to other duties.

264. But we are of opinion that the whole system is useless either as a check upon postage receipts, or for any other purpose, and that it gives rise to an enormous amount of unprofitable public correspondence, loading the mails, and occupying the time of Clerks, who might otherwise be employed more usefully or discharged. The London General Post Office holds the Indian Post Masters General responsible for the steam postage on all paid letters dispatched from India, and on all unpaid letters

received in India, allowance being made only for letters returned, or forwarded by sea to another port, and for the postage on letters passing to and from places to the Eastward of India. Now the Indian Government is held responsible, according to the amount shown in the letter bills, for the postage on all unpaid letters except those that are returned, or forwarded, whether such postage is collected or not, for although it has hitherto been the practice only to remit actual collections of steam postage as shown in the cash accounts, and a balance of £2,592-19-0½ (rather more than three months' postage) has been allowed to accumulate against the Indian Post Office in Bengal alone, up to the 5th July 1850, yet there is no doubt that the whole will have to be made good eventually whether its actual realisation can be accounted for or not. We therefore see no reason why the steam postage realised on paid letters dispatched and shown by the letter bills to be due on unpaid letters received, should not be remitted quarterly to Her Majesty's Government without reference to actual realisations, deducting only the postage on letters returned to London or forwarded by sea to any port not in India. The postage on steamer letters would then be collected exactly in the same way as postage on ship letters and might appear under a separate head in the accounts, though the supposed check over its realisation were entirely removed.

265 It may be urged that as the East India Company have to be answerable for the steam postage on unpaid letters received in India, it is necessary that its actual realisation should be accurately ascertained, but it is a sufficient answer to this to say, first, that no such check upon the far larger amount of postage due on inland letters, is attempted or thought practicable; and, secondly, that the check over the collection of the comparatively small amount of steam postage must necessarily be inoperative, as any deficiency can always be made good from the larger amount of inland postage which is not susceptible of any check. A Post Master pressed by the Post Master General or Accountant to account for the steam postage of a letter which he cannot trace, is reduced to the alternative of either paying the amount himself or transferring it from the unchecked receipts of inland postage in which he would have little difficulty in persuading himself that it must have been mixed up.

266. We therefore recommend that these steam accounts, as between the Post Masters of the Presidency towns and the inland Post Office be discontinued, and, unless the composition suggested above in the 102nd paragraph be allowed to take effect, that the amount of postage due to Her Majesty's Government, as shown by the corrected letter bills, be remitted quarterly less the postage on returned and forward letters and the regulated allowance on letters and newspapers passing to and from ports to the Eastward.

267. One principal source of delay, both in the delivery of steamer letters at the Presidency towns and in the dispatch of the forward letters, is the general ignorance that prevails in the United Kingdom as to the proper mode of directing letters to places in India, and the neglect of persons in India to make their correspondents in Europe acquainted

with their change of residence. A very large proportion of letters intended for persons residing in the interior bear upon them nothing but the name of the Presidency or the Presidency town, and many are directed to stations in the interior which the party addressed has long since left. The Post Office undertakes to re-direct all such letters, with or without instructions, to the proper station, and, as might be expected, the public take advantage of the accommodation to impose on the Post Office much of the trouble which they ought to take themselves.

268. On the arrival of a steamer mail the first step, after the boxes are opened, is to separate the covers intended for delivery in the Presidency town, from the rest. This process occupies much more time than it would if the covers were properly directed, and, in spite of the utmost possible care, it frequently happens that some covers which ought to have been made forward are given for delivery in the Presidency town, while others intended for the Presidency town are made "forward." In either case the delivery of such letters at their eventual destination may be, and frequently is delayed 24 hours.

269. Then comes the re-direction of forward letters. Each letter is taken separately, compared not only with the book of instructions kept at the General Post Office, but with the latest edition of one of the Directories published at the Presidency, and re-directed at the discretion of the clerk through whose hands it passes. At Calcutta this process occupies twelve clerks for about eight hours.

270. The only practical suggestion we can offer for the removal, or rather the mitigation of this inconvenience is that a correct list of Indian Post towns, with the name of the Presidency town by which letters addressed to each Post town are to be sent, should be prepared and transmitted to England for publication in the General Post Office Directory, and that Her Majesty's Post Master General should be requested to call the attention of the public to this list, and require them to direct their Indian letters accordingly. If this were done the covers intended for delivery in the Presidency towns might even be separated from the forward letters in the Post Office of the United Kingdom, previous to dispatch.

271. All instructions for the disposal of letters, however intricate they may be, are received and acted on at the Post Office. Thus a person may direct that his letters are to be sent up to a certain date to one place, to another date to a second, and so on to a third, fourth, &c. *ad infinitum*, while at the same time he may desire that all letters addressed to the members of his family are to be sent to some other place or places. This, we think, is an abuse of a privilege the existence of which is only justified by the peculiar circumstances of the country, and we are disposed to recommend that the Post Office be prohibited from acting upon any instructions for forwarding covers addressed to any one individual to more than one place, and that a fresh instruction be required for every change of address. A rule of this kind, added to the charge of an additional postage on re-directed letters, would probably have the effect of diminishing the evil.

272. It has been suggested on more than one occasion that the establishment of a sorting office on board the mail Steamers would be a ready and proper mode of preparing the mails for delivery and dispatch immediately on their arrival. The expense of such a plan, would however be more than commensurate with the objects to be gained, and it would not be practicable we think to carry it out consistently with the security of the correspondence

273 On this subject we have nothing to add to the suggestions contained in our separate memorandums, further than that the detailed register of parcels received may be discontinued, ~~and~~ the duplicate chellans, in which a similar detail is entered, are filed in the office

274 Having now disposed of all matters that seem to us to require notice, as connected specially with the conduct of business at the Presidency Post Offices, we proceed to indicate the changes which it appears advisable to adopt in the general management of the department throughout India

Transfer of Post Offices to Bombay

* The number of Post Offices in each Presidency is as follows -

Bombay	144
North-West Provinces,	106
Madras,	172
Bombay,	61
Total, ..	<u>533</u>

275. With a view to a more equal distribution of business* among the several Post Masters General and for the other reasons given in the memorandums prepared by the Bengal and Bombay Commissioners, we recommend that the following Post Offices, and the lines of road connected with them, be transferred to Bombay

From Bengal, the Nagpore and Kamptee Post Offices.

From the North-West Provinces, the Indore, Neemuch, Erinpoora, and Kotah Post Offices with their subordinate Offices

From Madras, the Jaulnah Post Office

We also recommend that the Post Offices in Sind be placed under the Bombay Post Master General. At present they are under the control of the local Commissioner

276. The question as to the machinery by which the Post Offices in the Interior can best be managed is one upon which we have not been able to come to an unanimous opinion. Our views will be found recorded in the separate memorandums to which we beg to refer. The Bengal and Bombay Commissioners are in favor of a plan for disconnecting the Post Office from all other departments, and placing it

Plan of Post Office Management.

Bengal and Bombay

under the management of Officers engaged in no other duties; the present Post Office clerks being made (except in special cases) Post Masters, or rather Deputy Post Masters in name, as they are now in reality, and subjected to the constant supervision of an inspecting Post Master, whose duty it should be to move from place to place within a given circle as frequently as possible. The Madras Commissioner, on the other hand, proposes to place the Post Offices in each district under the special charge of a Junior Civil Officer in the Revenue Department. It is needless here to recapitulate the grounds upon which either plan is recommended. We may remark, however, that the point is one of primary importance and that on its right determination must depend in a great degree the successful administration of the department.

277 The Bengal and Bombay Commissioners agree in thinking that if the plan which they advocate be carried out, the inspecting Post Masters should receive fixed salaries of not less than Rupees 100 or more than Rupees 200 a month, with an allowance of Rupees 5 a day when actually travelling, and a further allowance not exceeding rupees 50 a month to be dependent on and regulated according to the average rate of travelling accomplished during each month in their respective circles. They should be appointed and promoted by the Post Master General subject to the sanction of higher authority. Under the same plan, the Deputy Post Masters in charge of Post Offices and all their subordinate clerks, should be classed with salaries graduated according to the importance of their duties, and should be appointed and promoted by the Post Master General, who might be aided in each instance at his discretion by the recommendation of the inspecting Post Masters. A graduated scale of salaries, combined with a general system of promotion, whereby the native functionaries of the Post Office might look for the reward of faithful service in advancement to higher situations, beyond the offices in which they are actually employed, seems the best way of securing the employment of respectable men in the department, and of encouraging good conduct among those already employed in it. Whatever insecurity there may now be in the Post Office is to be attributed chiefly to the circumstance that the native Officers connected with it are inadequately paid, and without hope of improving their position by an honest discharge of duty.

278 Out of 7,016½ miles over which the dāk travels in the Lower Provinces of Bengal, it is carried by Government establishments on 6,247½ miles, and by contract on 769 miles. The Government establishment includes both foot runners and boats; the former are exclusively employed on 4,992½ miles of road, and the latter convey the mails for 976 miles, there being 279 miles on which runners are employed in the dry season and boats in the rains. The average rate of speed attained by the runners is 4 miles, 6 furlongs and 30 poles an hour in the dry weather, and 3 miles 7 furlongs and 27 poles an hour in the rains, but these rates vary from 6 miles, 3 furlongs and 20 poles on the Bombay road between Midnapore and Kamarpura, to 1 mile and 1 furlong between Bogra and Jamalpore. The boats proceed

Rate of travelling and mode of conveyance

Bengal.

at the same average rate of speed in all seasons, and do not generally attain a higher rate than 1 mile and 4 furlongs an hour except when proceeding down stream. The average annual cost per mile where runners are employed is rupees 21-13-2, except on the road between Calcutta and Kedgerie, where a special establishment is kept up for the receipt of ship and harbour letters, and for the conveyance of the after packets for the monthly steamers. The average annual expense of conveyance by boats is rupees 10-4-8 a mile. For a distance of 419 miles along the Grand Trunk Road the mail is carried in a cart, which travels in the dry weather at the rate of 7 miles 7 furlongs and 14 poles an hour, and 5 miles 5 furlongs and 28 poles in the rains, and at an average annual cost per mile of rupees 115-5-6. Horses are used for the service of the mail only on the Bombay road between Sumbulpore and Nagpore. In the dry weather they maintain an average speed of 6 miles 6 furlongs and 33 poles an hour and of 4 miles 5 furlongs and 6 poles in the rains; the average cost per mile being rupees 120-5-5 per annum.

279. In the North-Western Provinces, the mail is carried entirely by foot runners and in carts. Mr Riddell says:—"The mail is not carried on horse back on any road under my superintendence. Runners have on the main lines been superseded by mail carts, and I am of opinion that, except in a rocky or hilly country, carts will generally be found to succeed better than saddle horses. Where mail carts cannot be used, I believe runners, if placed at short distances not exceeding four miles, will carry the mails more regularly than saddle horses, and with nearly equal speed." There are 11,411 miles of post road in these Provinces. On 10,313½ miles, the mail is carried by foot runners at an average speed of 4 miles, 2 furlongs and 3 poles in the dry season, and 4 miles, 2 furlongs and 15 poles in the rains. A Government establishment of mail carts is kept up for 838½ miles, which on the metalled roads average 10 miles, 6 furlongs and 9 poles, and 9 miles, 5 furlongs and 2 poles an hour in the dry and wet season respectively. On 1132 miles of unmetalled road the mails are carried on carts by contract at an average rate of 6 miles 4 furlongs in the dry season, and 4 miles, 6 furlongs 17 poles in the rains. And on 97 miles of metalled road the mails are carried by contract in four wheeled carriages. The average annual cost per mile of the Government establishment is Rupees 171-10; of the contract mail carts rupees 181-13-1; and of the contract carriages (which also carry passengers) rupees 47-9-4.

• Metalled . . .	631½
Unmetalled,	207
	<hr/> 838½

280. In Madras the dawk lines extend over 8,440 miles, and no other means exist for conveying the mail than foot runners in the pay of Government. The average speed maintained over the whole Presidency is 4 miles, 2 furlongs, 34 poles an hour; in some parts of the country the average is as high as 5 miles, 1 furlong, 9 poles, and in others (as in the Hyderabad country) it is as low as 3 miles, 4 furlongs, 15 poles an hour. The rates of speed in the dry and wet seasons cannot be separately shown, as for other parts of India, because the Presidency

embraces both coasts of the Peninsula, and receives, consequently, both monsoons, the dry season on the east coast being the wet season on the west, and vice versa. The average cost per mile of conveying the mail is rupees 16-25.

281. In the Bombay Presidency there are altogether 4,741 miles of dāk line, of which 3,926 are under the control of the Post Master General, and 818 miles in Scinde are in charge of the Commissioner for that Province. *Bombay.* The mail is carried by carts, or on horseback, over 982 miles, on the roads to Calcutta and Agra. In the lines under the Post Master General's control the cart and horse dāks maintain an average speed of 6 miles, 5 furlongs, 9 poles an hour in the dry weather, and of 6 miles, 2 furlongs, 36 poles in the rains, while in Scinde the travelling rate is only 5 miles an hour in fair weather and 4 miles, 5 furlongs, 13 poles in the monsoon. The annual average cost per mile of the lines of horse dāk under the General Post Office, and on which re-lays of horses are required to be kept up at each stage for the conveyance of the overland mails, is rupees 132, and in Scinde rupees 22-8. Of the whole distance travelled by foot runners, 2,175 miles are worked by the Government establishments, and over 1,567 miles the contract system is in force. The rate of travelling is much in favor of the latter system, under which it attains an average speed of 5 miles, 6 furlongs, 30 poles an hour, while the average of the Government runners is only 4 miles, 1 furlong, 27 poles.

282. We need not here enter more particularly into the state of the communications throughout India or of the measures necessary for their improvement and extension. On this subject we beg to refer to our separate memorandums in the Appendix. We may, however, observe generally that the Government, enjoying a monopoly of Post Office communication, is bound to adopt more rapid means of transit than foot runners wherever the state of the roads renders it practicable, and the extent of correspondence is enough to justify the outlay.

283. For the guidance of the Post Masters in the North-West Provinces, besides the acts of Government and the rules for the management of the Post Office Department passed on the 30th August 1837, *Manual of Instructions to Post Masters.* there is a Manual of Instructions prepared by the late Post Master General Dr. Ranken in 1845, and the Circulars since issued by him and his successors. In Bengal, Madras and Bombay there is no such manual. The Post Masters have nothing to guide them but the Acts, the regulations of the department, and a voluminous mass of Circulars issued from the General Post Office since 1837.

284. At most of the subordinate Post Offices business is conducted without any written instructions except a few orders in the native languages issued from time to time by the Post Masters, but not regularly filed, and hence very imperfect. The Clerks in these Offices have nothing but practice to guide them, and it need hardly be added that their practice is frequently erroneous.

285. With a view to supply those defects, and to ensure as far as possible uniformity of practice in the department at all the Presidencies, we recommend that a Manual of Instructions to Post Masters throughout the whole of India be prepared, under the immediate authority of the Government of India, and a revised edition issued at intervals of five years embodying all regulations and orders intermediately passed, omitting those which have been annulled or have become obsolete. This manual should be translated into the principal Vernacular languages, and a copy furnished to every Post Master and Deputy Post Master throughout the country.

286. The recommendations we have already submitted for simplifying the routine of business at the General Post Offices, are applicable, *mutatis mutandis*, to the Post Offices in the interior. All ordinary covers should be dropped into locked letter boxes and no receipts given for them. The boxes should not be opened until the time of making up the packets for dispatch. The covers should then be sorted, stamped, charged, entered in the chellan and abstract register and packed. The chellan should be single and not in duplicate. The form of the chellan should be the same as that for the General Post Offices, and should contain a detail of paid, unpaid and service letters and newspapers, but without distinction of "forward" and "returned." Registered letters should be received by a Post Office clerk, and treated precisely in the manner already explained. Receiving houses and letter boxes should be opened at the discretion of the Post Master General at all Post Towns, wherever they would be likely to conduce to the convenience of the public; and all Police Thannas in large towns might very properly be made use of for this purpose, the letters received every day being taken out at a certain hour by the officer on duty at the Thanna, and sent either in a locked bag, or in a sealed packet to the Post Office.

287. On the arrival of mails the packets should be opened by the Deputy Post Master (who should be required in all cases to reside at the Post Office), the contents compared with the chellan, the registered and forward covers separated, and the others sorted first into paid (i. e., stamped) unpaid and service, and again, according to the beats of delivery (where peons are employed) and delivery at the window. A note should then be taken of the number and postage of unpaid letters made over to each peon, and reserved for delivery at the Post Office. The registered letters should then be distributed in like manner, and the delivery commence without further delay. The delivery peons should not be allowed under any circumstances to keep a list of the letters made over to them, and the rule which prohibits delivery of letters either by them or at the Post Office except on payment of the postage should be strictly and severely enforced. The practice of keeping accounts of postage between the Post Office or any of its officers and private individuals ought not, in any shape or under any pretence, to be permitted.

288. The forward letters, including those intended for transmission through the district dak should be disposed of immediately after the rest have been distributed for delivery.

289. No abstract register of ordinary covers received at any Post Office is necessary. The chellans of each day, if correct, should be carefully filed in the office of receipt instead of being returned to the office of dispatch. Those only which are found to be incorrect should be returned, a copy being kept on the file. This remark applies also to chellans received at the General Post Office.

290. It has heretofore been the practice in some of the presidencies to prepare duplicate chellans in the office of dispatch, one of which is kept in the office of receipt and the other returned by way of acknowledgment. Where the duplicate chellan has been discontinued it has been the invariable practice to return the single chellan to the office of dispatch as a check against fraud in the office of receipt. We are of opinion that this practice is not only useless for its professed object, but is open to serious objection, first as increasing the weight of the mails and the number of packets, and secondly, as affording an opportunity of sending free by the post, under the cloak of returned chellans articles which ought to be charged with postage.

291. Chellans sent from each Post Office to every other Post office ought to be consecutively numbered, and if on the arrival of a packet the contents do not exactly correspond with the entry in the chellan, or if the number of the chellan does not immediately follow that of the last chellan received from the same place, intimation of the same ought to be given by return of post to the dispatching Office. The non-return of a chellan from any given Post Office, or the absence of any communication as above, should be taken as a sufficient indication of the safe arrival of all packets dispatched to that Office. In the event of any future investigation, the abstract register of the dispatching Office, being in fact a copy of the chellans, would afford as good evidence of the contents of a packet and of any fraud in the receiving Office as if the chellans themselves had been returned.

292. The extent to which the mails are burdened by the needless return of mail chellans, and the little apprehension that need be felt at the consequences of discontinuing the practice, may be gathered from the following extract of a letter from Dr. G. Paton, the Post Master of Allygurh;

Dr. Paton's opinion. "It appears to me there is little or no advantage in returning the chellans to the dispatching Office, provided they be kept carefully in the receiving Office, as for the purpose of check in the realisation of the proper amount of postage, the chellans would be forthcoming as at present whenever called for by the Post Master General. The receipt of the mail could also be easily traced from the Office of dispatch to the Office of receipt by means of the transit

* Note.—Captain Hart, late Post Master in the Deccan, states that the number of return chellans contained in each mail bag is two-thirds of the entire number of packets, and that as they are very small they are liable to be lost by being shaken out of the bag, and afford a ready excuse in accounting for a missing packet.

chellans. By not returning the mail chellans to the Offices of dispatch, I would estimate that in these Provinces there would be a diminution of about one-third* of the number of mail packets daily in transit to and from the various Post Offices, as that is about the average proportion of packets simply containing return chellans. By the existing rules they are returned within three days

After receipt by every office; hence the high average of Packets simply containing return chellans, and as a fresh chellan has to be sent with it to the office of dispatch there is thus a multiplication of useless and unnecessary labor, not only in making up Packets in every office, but also in registering and assorting them from office to office in the course of their transit to their destination. As there would be a diminution of about one-third of the number of mail packets there would probably be a saving of one-third of the time now required for receiving, registering and assorting the mails in their transit through the Post Office. The combination of advantages attending the discontinuance of the practice of returning mail chellans thus appears so great, while I know of no real disadvantage, I should be glad to see the practice discontinued immediately; I am of opinion however that the abstract register of the contents of the chellans should be continued as at present in these Provinces. The register merely exhibits the aggregate number, weight and postage on letters received from each office. Little or no time is necessary for registering letters in the abstract and it is absolutely necessary to have a Register accurately prepared for the purpose of showing the net amount of postage received daily and finally by the month on each class of letters."

293 It is however proper to add that the Post Master General of the North-West Provinces has expressed an opinion at direct variance with the conclusion to which we have arrived. He seems to think that the return of the chellans is necessary as a check in the embezzlement of bearing postage; but if this objection have any force, which we do not think is the case, it will be almost entirely removed if the transmission of unpaid letters be discouraged by a double charge of postage.

Refused and unclaimed letters

294 Refused and unclaimed covers should be treated precisely the same as in the General Post Offices.

Transit bags

* Note. — Transit bags are used to save the trouble of registering and invoicing articles at as many stations as possible between the posting and delivering offices.

Supposing ten stations in a line, numbered according to their relative positions, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, and that six packets or parcels are received or made up at the office No 1 for Nos 8, 9 and 10, two of them for each place, the whole will be sent in a bag marked "Transit" to No 8. Labor and time are thus saved at six out of the ten offices.

Transit bags must be immediately opened, and their contents for stations in advance forwarded without delay.

Every transit bag received is to be immediately returned to the office which it comes from, with packets in it if they are ready; otherwise it is to go back empty.

A fine of two annas is levied for every day's detention, and if the bag is lost the value of it must be paid by the party failing to account for its disappearance.

295. The system of transit bags* in force in the North-West Provinces contributes greatly to simplify the business of the Post Office, and to ensure the speedy and accurate dispatch of packets (especially those which are sent by cross roads) to their destination. In Madras and Bombay all packets are sent loose in the wallet. In the Lower Provinces of Bengal, the custom is to enclose the packets for distant stations in those sent to stations which are nearer, and the consequence of this practice is that, as Post Masters are prohibited from detain-

ing a mail in transit, a great number of these inside packets, as they are called, are detained for 24 hours at one or more Post Offices between the offices of dispatch and

receipt. The object of the arrangement appears originally to have been to reduce the number of loose packets in transit and diminish the chance of their loss, but to such an extent is it abused that in some offices all packets to other Mofussil stations are sent inside the packet addressed to the nearest station. This is partly owing to the ignorance of Post Office clerks who have never received instructions as to the mode in which letters for each station are to be dispatched, and partly to their desire to be absolved from responsibility as soon as possible by the return of the chellan from the nearest Post Office, instead of having to wait for the chellans from every distant Post Office to which the inside packets may be addressed. The use of transit bags is the only remedy for this evil, and it should be incumbent upon the Post Masters General to provide each Post Office with transit statements showing the mode in which packets to every other Post Office are to be dispatched. A specimen transit statement* will be found in the Appendix.

* Appendix A, No. 68.

296. A plan has recently been introduced into the North-West Provinces, and partially extended at the recommendation of Mr. Riddell to the other Presidencies, whereby all letters sent from the Post Offices of one Presidency to any Post Office in another, instead of being made up into separate packets, are forwarded in one packet to a Post Office on the frontier and there sorted and forwarded to their several destinations with the letters of the forward Office. Thus Benares has been constituted the sorting Office between the North-West Provinces and Bengal, and Indore between the North-West Provinces and Bombay. The principle has been still further carried out in the North-West Provinces by making Lahore the sorting Office for the Punjaub, and Jullunder for the subordinate Post Offices in the Doab of that name. The effect of this simple contrivance in reducing the weight of the mails and the number of packets may be easily imagined. Supposing that from each of 50 stations in the North-West Provinces, 5 letters are sent in one day to different stations in Bengal, and one letter to Benares. The number of packets to be made up, if there were no intermediate sorting Office, would be 300, each having to be entered in one or more transit chellans and on the back of one or more letter chellans. But in Benares being made a sorting Office, 250 of these packets are immediately dispensed with, the 5 letters from each Office being sent as forward letters inside the Benares packet. The number of packets sent forward from Benares is also diminished because all letters addressed to the same station are contained in one, instead of in several packets. The mails have to be detained at the sorting Offices a few minutes longer than would otherwise be necessary, but this is a very inconsiderable drawback compared with the advantage gained by reducing the number of the packets and the weight of the mails. The only practical inconvenience which now attends the arrangement is that the unpaid letters in packets sent to and from sorting Offices are charged with postage at different rates according to distance, whereby the calculation of the postage due on the contents of each packet gives some additional trouble; but this inconvenience will disappear entirely with the adoption of an uniform rate of postage. The Post Masters General should be required to adopt the system wherever it is found practicable. The Post Offices of the Presidency towns ought certainly to be

made sorting Officers for all letters passing through them from one Mofussil Post Office to another.

297. Perhaps the most common cause of complaint against the Post Office is the frequency with which letters and packets are missent and the delay that occurs before such letters reach their destination. *Misning and missent letters.* The number of enquiries after missent letters at the Calcutta General Post Office is said to be very frequent, but a return of them could not be furnished. No effectual measures are taken for the prevention of these and similar irregularities, except in the North-West Provinces where a self-acting system of fines has been adopted and sanctioned by Government, under which Post Office establishments are fined according to a fixed scale for every act of mismanagement productive of injury to the public, and the fines paid to those who detect the errors. Each Post Master submits a quarterly bill of fines due from other Post Offices for the sanction of the Post Master General. The plan is said by the Post Master General to be very useful in checking minor irregularities and the proportion of letters missent is less than it was when the payment of fines was not rigidly enforced. The number of fines against any given office is found to be a fair criterion of its state and of the efficiency of the officer at the head of it. *Fines.*

298. Mr. Riddell recommends the introduction of the system into the other Presidencies, but he does not recommend that officers in one Presidency should be allowed to claim fines from those in another, except in the case of the frontier offices. If the plan of sorting offices be fully carried out it is scarcely possible that irregularities committed in one Presidency could be discovered except at the frontier office of another; but, whether or not, we foresee no difficulty in allowing a Post Master of one Presidency to submit a quarterly bill of fines against the Post Masters of another to the Post Master General to whom the latter are subject, and we accordingly recommend the adoption of the system as it now exists in the North-West Provinces throughout the whole of India.

299. Greater publicity should be given to all Post Office Notifications and orders containing matters of interest to the public. Such notifications and orders are now published only in the official English Gazette, and unless copied gratuitously into the newspapers are seen by none but a few of the English Civil and Military Officers of Government. Circulars of the same kind, addressed to Post Masters in the interior, are filed in the Post Office, and seen by none but the Post Master and his establishment, excepting in Madras, where the practice is more regular, it is very rarely that their contents are communicated even to the clerks in charge of the Subordinate Offices, and instances have been brought to notice in which such persons have been furnished with no other guide to the rate of postage to be charged on letters sent to a particular Post Office than the tax mark on letters received from thence. We think that all Post Office notifications on matters of interest to the public, such, for instance, as the establishment of new Post Offices, or any change in the rates of postage, should be published not only

in the Government Gazettes but in at least one English and Native newspaper of the largest circulation at the Presidencies, and by hand bills in the English and Native languages to be affixed in some conspicuous part of every Post Office and circulated in all Post towns.

300. There is a remarkable circumstance connected with the Post Office in India

Addresses of Native letters.

Persian.
Hindoostanee.
Nagree.
Muhajunee.
Bengali.
Burmese.
Ooriyah.
Arabic.
Malay.
Chinese.
Teloozon.
Tamil.
Canarese.
Malayalam.
Maharatta.
Guzeratee.
Sindee.
Cingalese.

which must ever act as a bar to the attainment of the same degree of celerity in the despatch of business which distinguishes the department in the United Kingdom. We allude to the great diversity of languages and written characters in India, and the difficulty of finding persons capable of decyphering them. A list of Eastern languages in which the addresses of letters passing through the Indian Post Office are commonly written is given in the margin, and to these are to be added the languages of the several countries of Europe. This evil is greatly aggravated by the custom, common among all Natives of India (and in former times not unknown in European countries) of writing on the covers not only the name and address of the person written to, but several titles of courtesy, prayers to the Deity for the safe arrival of the letter and the prosperity of the reader, and various

other matters. A literal translation of the addresses of 20 Native letters taken at random from the Calcutta General Post Office is appended, and will give some idea of the extent to which the business of the Post Office is retarded by this needless prolixity. It may be impossible to put a stop to this custom by any positive rule, but much can be done to mitigate it by explaining to the Native public the inconvenience to which it gives rise, by recommending them to adopt a simpler style, and by exposing at each Post Office for their guidance a form of direction in the current Vernacular languages of the place.

Appendix A, No. 66.

301. Complaint is made by the Native community in some parts of India that the chief lines of postal communication on which letters are carried with the greatest speed and subjected to the least detention, are laid down with reference to the convenience of the Government and of the European community, and that the Native correspondence on the principal lines of internal traffic is subject to all the delays incidental to cross posts. There can be no doubt that the establishment of a rapid postal communication on any given line tends to retard the transit of mails from one side of the line to the other, and though on the whole the advantage of the arrangement may outweigh the inconvenience it causes, yet if the correspondence on any transverse line is extensive enough to warrant the establishment of a cross post independent of the main line, this of alleviating the evil in particular cases ought not to be neglected.

The subject of providing in the Presidency towns better means than now exist for the receipt of letters for local delivery by the establishment of a district post has been referred to in our separate Reports. The practicability of such an arrangement, and

probability of its being found remunerative must depend entirely upon local circumstances; but the benefit which the residents in London and its vicinity derive from an institution of this kind, and the enormous and still increasing extent to which it is resorted to, are facts which demand the attention of the Government, and seem to warrant a fair trial of the experiment in one or other of the chief commercial cities of India on a favorable opportunity.

303. The great convenience which the public have derived in England from the establishment of money order Offices in connection with the Post, *Money Orders.* led us to consider how far the institution was suited to India, and whether it was one which we could recommend the Government to establish. In all the changes we have proposed one chief aim has been to remove from the department both the temptation and the power to defraud, and as far as possible to prevent money passing through the Post Office, and this aim would be much defeated if each Post Office were constituted a money order Office.

304. Remittances of small sums, such as a system of money orders is intended to provide for, are generally made from the Presidency towns to the interior, and consist of the savings of persons in service sent for the support of the members of their families remaining in their native villages, and as the Government are now, in many instances, obliged to send large sums in specie from the Presidency towns to meet demands on local treasuries, this inconvenience would be aggravated by the encouragement of private remittances in the same direction. But independent of these considerations, if the Government desire to afford to their subjects facilities for remitting small sums from one part of the country to another, it would be better to authorise Collectors in charge of treasuries to grant bills on each other to private individuals. The question is entirely a financial one, and we notice it in this place only for the purpose of stating our opinion that it has no necessary connection with the Post Office.

305. We have considered, in connection with the question of introducing and maintaining uniformity in the postal system of India, how far *Proposed change in the constitution of the Department.* it may be desirable to alter the constitution of the department, and place the whole under one head, independent of the local Governments, and directly subordinate to the Government of India in the Home Department. The present isolation of the Post Office of one Presidency from those of all the rest, and the want of one competent controlling authority over the whole, have given rise to diversity of practice highly injurious to the Public Service and inconvenient to the public, while some parts of the Empire have been deprived of the advantage of improvements introduced successfully in others.

306. The evil of this state of things has been practically felt, and endeavours have been made to remove or at least to alleviate the inconvenience by requiring that all questions involving a change in the practice of the department, should be referred to the Governor General of India in Council. But these attempts have

successful. Neither the constitution of the Supreme Government nor its relation to the four Governments subordinate to it, is adapted for the speedy decision of questions of practice arising in a department of the Public Service, so eminently one of detail as the Post Office; and it is found that neither the Post Master General nor the Government of one Presidency is content to wait for the adoption of an acknowledged improvement until the Supreme Government can decide, after reference to other Presidencies and other Post Masters General whether it ought to be adopted or not.

307. Nor indeed are the local Governments favorably constituted for regulating the internal affairs of the Post Office. It rarely happens that the public servants who are called to take a part in the administration of these Governments have had any experience, or can have any practical knowledge of the details of the department, and their time is generally so fully occupied with business of more pressing importance as to prevent them from acquiring such knowledge. Yet the Post Masters General are not authorised to introduce the least change into the working of the Post Office without the sanction of the local Government which must be given for the most part in pure reliance on the recommendation of the Post Master General, or may be withheld either from a contrary motive or from imperfect acquaintance with the subject.

308. Of all the civil departments of the Public Service in India there is not one in which uniformity of practice is so little hindered by varying local circumstances, or one to the efficient conduct of which uniformity of practice and vigor of control are so essential as the Post Office. The existing system is not favorable to the attainment of these important objects, and indeed scarcely admits of it. India in this respect affords a remarkable contrast to the United Kingdom, and the nations of Continental Europe and America, where the Post Office is recognized as a distinct department of the Government, and the statesman at the head of it is usually a member of the executive Government of the country. Here, on the contrary, the Post Master General at each Presidency is an officer of comparatively inferior rank, influence and emoluments, without power of himself to carry out improvements, ignorant of those which have been introduced in any of the other Presidencies, and subordinate to a controlling authority not well adapted for the consideration of departmental questions or for judging the merits of a proposition except by its results. It seems impossible to hope that the Postal system of India can be brought to a high degree of perfection so long as the Post Masters General remain subordinate to the local Governments, and are subject to no other common superior than the Governor General of India in Council.

309. The remedy appears to consist in the appointment of a Director General of the Post Office of India, an officer of tried ability and experience in the department, who should be in direct communication with, and subordination to the Government of India, and exercise degree of control over the Post Masters General of the several Presidencies, theoretically exercised by the Local Governments, who would in that case be responsible in connection with the department.

310. The first objection to this arrangement consists in its expense. It would be inconsistent with the objects of it to remunerate the Director of Indian Post Office with a smaller salary than rupees 36,000 a year, including travelling allowance; and a suitable office establishment costing probably not less than rupees 3,000 a year would also be needed. On the other hand, it would by no means be desirable to reduce the emoluments of the local Post Masters General, especially if, as we contemplate, and have elsewhere recommended, they be required to move more frequently through their respective jurisdictions and exercise a more direct personal supervision over every officer of the department than has hitherto usually been the case. The creation of a general controlling officer must therefore be regarded as a measure of which the expense cannot be met by a corresponding retrenchment in any other direction and the propriety of which must be judged with reference to the cost of it as well as to other considerations.

311. A second objection may arise from the disinclination of the local Governments to part with the control over the postal establishments and communications of their respective Presidencies which they now possess. But this we conceive to be an objection of no real weight. The States Governments of the United States of America, which are far more independent, and constitutionally jealous of the central Government than the Presidential Governments of India can possibly be, have surrendered the entire management of the Post Office of the United States into the hands of the Post Master General at Washington, and in the United Kingdom a parallel may be found in the Irish Post Office which is conducted under the exclusive authority of Her Majesty's Post Master General, the Lord Lieutenant of Ireland not being permitted to interfere in any way in its management. In India it may be necessary for the Local Governments to have the power of detaining or opening a mail on any public emergency, and this power we would certainly reserve to them. We cannot, however, perceive that the just authority or influence of the Local Governments would be in any way impaired if they were deprived of all other control over the Post Office; and, on the other hand, we should anticipate from placing the entire direction of the department in the hands of a central authority acting in immediate communication with the Governor General of India in Council and occupied with no other duties, a far more efficient administration of its affairs than has ever yet been attained or seems capable of attainment under the present system.

312. If the Government should determine to make this change in the constitution of the Indian Post Office, the patronage of the department in all the Presidencies should, we think, rest entirely with the Governor General of India in Council. It would then perhaps be advisable to regulate the salaries of the Presidency Post Masters General by a graduated scale, the grades of salary being personal and not local, so that it might be practicable to select in the first instance an Officer of comparatively junior standing in the Service who might look to rise to a higher grade of salary, eventually, if thought qualified, to become the head of the department. In the however, it should be distinctly understood that the higher salary was not

any particular Presidency, but that the Post Master General of each should be entitled to promotion in his turn, provided he appear to the Government to deserve it.

313. From the view expressed in the eight preceding paragraphs the Commissioner for Madras has recorded his dissent in his separate memorandum which will be found in the Appendix.*

* Appendix C, No. 2.

VII.—THE BANGHY.

314. The present rates of Banghy Postage, do not, as far as we have been able to ascertain, prevent parties sending parcels by post which they would otherwise send; and few complaints appear to have been made of the rates of charge being excessive.

Effect of present rates of Banghy Postage.

315. Postal authorities are divided on the question of reduction in Banghy Postage; it is to be observed, however, that those who recommend the present rates being lowered, do so on the grounds of their yielding a profit, and consequently of the Post Office being able to afford to convey parcels at a lower charge, without apparently considering how far it is advisable for Government to compete with private speculators as carriers of goods, by making reductions which, though they may still leave sufficient profit to reimburse the Government for their actual outlay, would not be found to remunerate any other party endeavouring to carry parcels at the same rate.

316. One reason for not reducing the postage at present leviable on banghy parcels is that, in our opinion, the carriage of goods does not properly form a part of the duty of the Post Office, and is only undertaken by Government, in the absence of other means of conveyance available to the public. It is a service devolving rather on Transit Agents and other private parties, whom it is not advisable to discourage by competition. In many parts of India, Agencies and Companies have been already established, with the view of providing means of transit for goods and merchandise; and if the rates on banghy parcels were to be greatly reduced, these parties would probably be obliged to abandon the speculation as no longer yielding them a sufficient return.

317. Mr. Riddell, the Post Master General of the North-West Provinces, states:—
- Opinion of the Post Master General North-West Provinces on the point.*
- “The present rates of banghy postage would admit of reduction, and the department would probably yield a larger return if they were reduced. When carried by men, the cost of conveyance may be estimated at less than 12 annas a mile for the conveyance of 600 seers, that is, it costs six annas to convey six seers, or 480 tolahs, 50 miles. At existing rates the postage on the above weight for the same distance would be 30 annas. This calculation is of itself sufficient to show that a reduction may safely be made.”

318 Mr. Ravenscroft, the Post Master General of Bombay, says:—"I am not aware from your letter of the 19th June last, that it is in contemplation to make any alteration in the banghy rates of postage. I should hope that no such intention is entertained. The Banghy Dawk is of very great convenience to the community, and very few complaints of the high rates of charge have come to my knowledge; I would therefore not recommend any reduction, certainly not until we see the financial results of the reform now in contemplation, as regards the postage leviable on letters and newspapers."

319 We have experienced some difficulty in ascertaining what has been the actual expense incurred on account of the Banghy Dawk throughout India in past years, in consequence of the charges for the conveyance of the letter mail and banghy parcels being brought under one head in the accounts* of the Bombay General Post Office; and also owing to the Office establishment, and means for carrying the former,

Actual charges not to be ascertained

* Note Mr. Ravenscroft, in explanation of this states:—"I regret my inability to show the amount of disbursements on account of the Banghy Department. The charges for carrying the letter mail and Banghy parcels are brought under one head, and as the means for the conveyance are equally available for the letter mail it is quite impossible to ascertain the actual expense to the State for the carriage of the Banghy Dawk and management of the Banghy Department."

being in many cases used also for the latter.

320. As far, however, as can be gathered from the accounts of the several Presidencies, the following appear to have been the results of the last year's management

	Receipts			Conveyance Charges		
Bengal,	41,152	8	0	34,217	3	11
N. W. Provinces, ..	1,08,497	0	0	16,119	9	7
Madras,	52,229	12	0	38,188	10	10
Bombay,	31,041	10	6	20,000	0	0

* This is a mere estimate of the probable cost, calculated on the result shown by the Bengal and Madras Returns, and deducted from the general cost of transit in the Bombay Presidency.

To these charges must be added the salary of the clerks in the Banghy Department of the several General Post offices, which is separately exhibited in the accounts, and amounts to about rupees 5,000 per annum. In the Mofussil offices this cannot be done, as no distinct establishment is entertained for the Service, the banghy being managed by the Clerks employed in the Letter Mail Department. On lines of road likewise on which no regular banghy has been established, parcels are forwarded under certain restrictions by Letter Mail, and the postage in such cases is credited to the Banghy Department, though the cost of conveyance is debited altogether to the Letter Mail.

321. In the North Western Provinces too, in addition to the above causes, the

** Note.*—In the year 1848-49, the receipts on account of the van and Palkee Carriage Department were rupees 108,225, while the charges were rupees 42,081

charges of conveyance shown in the accounts are still further reduced below the actual cost, in consequence of the Banghy parcels being forwarded in the Mail Carts, and passenger vans, on lines of road where such vehicles are employed; the charge of conveyance being, in one case, debited to the Letter Mail

Department, and, in the other, to passengers, while in both, the receipts on account of postage are brought to the credit of the Banghy Department.

322. Making allowance for these circumstances, there is still an excess of receipts

The present rates yield a profit to the Department. over disbursements in the Banghy Department; and there can be no question that besides being of very essential service to the State, and a great advantage to the public, the Banghy at present yields a considerable revenue to the Indian Post Office.

323. At the same time entertaining the views we have expressed above, we are

No reduction recommended. not prepared, in the absence of complaint, and with no apparent necessity for so doing, to recommend that the present rates of postage should be reduced; more particularly if the surplus revenue arising from this source, enable the Government to sanction a greater measure of liberality in respect to books and pamphlets sent by this mode of conveyance, which we shall presently have to consider.

324. But, although we see no necessity for making any general reduction in the

Simplification of present rates.

rates of postage on ordinary Banghy parcels, and the plan of a low uniform postage is not applicable, yet the present rates seem capable of being much simplified, and those for long distances somewhat reduced, without any sacrifice of revenue. According to the present schedule of ordinary Banghy Postage there are no less than 168 rates of charge, an increased postage being leviable for every additional 50 tolahs in weight up to 600 tolahs, the maximum weight allowed, and for every 100 miles in distance up to 1,400 miles and upwards. Besides this, there is another

Lower rate of charge for Pamphlets.

scale of charge for books, pamphlets, packets of newspapers, and any written, printed or engraved papers packed in short covers open at each end. In this scale there are only two gradations in weight, viz. not exceeding 20 tolahs; and above 20, and not exceeding 40 tolahs; beyond which no such parcel can be sent; but the rate varies with every 100 miles and upwards, as in the case of ordinary banghy parcels.

325. In fixing a lower rate of charge on parcels of this description, than that

"this rate"

leviable on ordinary parcels, the Committee assembled in 1836 state that they were "actuated by two motives; first, to encourage by all possible means consistent with the public interests the transmission of literature out the interior of the country, and secondly, because the ordinary

"weight of reviews, periodicals, pamphlets and other printed papers, is materially below the minimum weight established for ordinary parcels, viz., 50 tolahs."

326. We are desirous of continuing to parcels of this description, the advantages conceded to them by the Committee of 1836. In addition to the reasons which actuated them, we are influenced by a desire to meet the wishes of the London Post Master General in respect to English pamphlets and periodicals, of which we shall presently have to treat, and by the fact that, according to the scale of ordinary Banghy postage which we shall propose, 100 tolahs will be the minimum weight recognized.

327. With these objects in view, we shall, when we come to this part of the subject, have to propose a very considerable simplification of the rates now charged, on parcels of this description by extending to them the advantages of an uniform rate of postage without reference to the distance they may be conveyed; but we have thought it advisable to exclude packets of Indian newspapers from the benefit of this provision, as well as from the banghy generally, because on lines of road on which the Banghy dawk is conveyed separately, and at a less rate of speed than the letter mail, there seemed no advantage in providing for the transmission of newspapers published in this country otherwise than by letter mail, while on lines where the banghy and letter dawks go by the same conveyance, and at an equal speed, it places bundles of newspapers paying only the lower rate of banghy charge precisely on the same footing as those chargeable with the much higher postage leviable on them if sent by letter mail. It is necessary to explain in this place that on lines of communication where mail carts, or steam boats are employed, and the letter mail is insufficient to make up the gross weight that can be carried, the banghies are usually forwarded by the same conveyance.

Proposed rates of ordinary banghy postage.

328. The following are the rates we propose, for parcels sent by ordinary Banghy Dawk.

FOR DISTANCES.	IF NOT EXCEEDING IN WEIGHT.					
	100 Tolahs.	200 Tolahs.	300 Tolahs.	400 Tolahs.	500 Tolahs.	600 Tolahs.
Not exceeding 100 Miles,	4 Annas	8 Annas	12 Annas	1 Rupee	1 4	1 8
Not exceeding 300 "	12 "	1 8	2 4	3 "	3 12	4 8
Not exceeding 600 "	1 8	3 "	4 8	6 "	7 8	9 "
Exceeding 600 "	2 8	5 "	7 8	10 "	12 8	15 "

By the above scale, there will be only 24 rates of charge in place of 168 as at present; and the highest rate will be rupees 15, instead of rupees 31-8, the maximum of the present Banghy Schedule. The charge on small parcels and for short distances will still be extremely moderate, and the present repressive and almost prohibitory charge on long distances will be got rid of.

329. The financial result of the rate proposed, as compared with the postage now leviable on the aggregate weight of all the chargeable banghies dispatched from every Post Office in India in a year is as follows:

Financial result.

*	Present Postage.			Proposed Postage.		
Bengal,	91,063	13	1	83,738	1	0
North-West Provinces, ...	70,083	10	10	67,545	9	8
Madras,	38,224	7	9	42,834	9	6
Bombay,	43,505	1	0	41,447	0	10
Total,	2,42,887	0	8	2,35,665	5	0

* Appendix A, Nos. 61 and 62.

330. We propose, on lines where the banghy is carried by foot runners, to limit the weight to the maximum now allowed, or 600 tolas; but we would permit parcels of somewhat larger dimensions to be forwarded, as the present restriction to fifteen inches in length cannot be observed in the case of maps, plans, &c. and is in most lines not attended to. Where mail carts are employed we see no objection to the weight being extended to 2,000 tolas or about 50lbs., and for this we have provided in the draft Act and Rules herewith submitted.

331. The rates of postage chargeable according to Schedule D. of the present Act on banghy parcels forwarded sea-wards by ship or steamer we consider far too low; and they have, in Bombay especially, led to the

Ship Banghies.

Post Office being more extensively used, as a means of shipping light goods for exportation than could, we think, have been contemplated. On this subject Mr. Ravenscroft states;—"There is one class of parcels to which I desire to draw your attention, and regarding which some alteration ought to be made in the Law according to Schedule D, parcels posted for transmission by sea are liable to pay for every 100 tolas in weight, without reference to dimensions, two annas outward ship postage, and the same amount of inward ship postage, so that a parcel weighing 300 tolas (which is the maximum weight) posted for Aden, will have to pay 6 annas here and six annas there, making a total of 12 annas, a very insufficient payment for the very great accommodation afforded to the community by steam communication."

"From the enclosed statement you will observe that the parcels posted here for Aden and Kurrachee have more than quadrupled since 1847. In that year they amounted to 429 and in 10 months of 1850 to 1641, the total postage leviable here and at Aden in this year being only Rupees 934-8."

"I consider the present rates far too low, and would recommend that a consolidated ship postage (to be prepaid) be levied at the Office where the parcels are posted of

"one Rupee for every 100 tolahs, the maximum weight being limited to 400 tolahs or 10 lbs; I am satisfied that this rate will be cheerfully paid; the gain to Government will be great."

232. On all banghy parcels forwarded by Sea, whether by Government Steamer or Ship, we propose to charge the rate of postage imposed by the Notification of the Government of India published under date 18th April 1849 on parcels conveyed by any Government Steamer between the two Ports of Calcutta and Moulmein, or from either of those ports to an intermediate port, viz: on parcels weighing less than 100 tolahs one rupee, and increasing one rupee for every additional 100 tolahs or fraction thereof, as far as 300 tolahs; but we would allow the same weight to be forwarded as by Inland banghy on ordinary lines of road, viz. 600 tolahs. We further recommend that no parcel be received for transmission, through the Post Office, by Sea, to any foreign port, or any place not on the Continent of India except it be covered by a Custom House Pass

Prepayment left optional 333. We do not propose to make the prepayment of banghy postage compulsory, nor would we insist, when it is paid in advance, on its being levied by means of stamps. To compel the use of stamps in all cases would sometimes lead to inconvenience, owing to the great number of these tokens which it would be necessary to affix on parcels subject to the higher rates of charge; and to introduce stamps of a higher value than 8 annas would be objectionable as holding out a temptation to forgery.

Pamphlet Banghy 334. We have stated above that we propose extending to books, pamphlets, packets of imported newspapers and printed or engraved papers other than newspapers, sent without covers, or packed in covers open at both ends, the advantage of an uniform rate of charge without reference to distance. The maximum weight at present allowed is only 40 tolahs, which is only just sufficient to carry the larger reviews; and would not admit many single volumes, the diffusion of which it is desirable to encourage, nor meet the views of Her Majesty's Post Master General in respect to books, &c. received from England, already adverted to. We would therefore recommend the extension of the weight to 120 tolahs, or about 3 lbs., beyond which it would not, we think, be advisable to allow of these parcels being sent at the favorable rate proposed.

Prepayment by stamps compulsory. 335. In consideration of the great additional advantages given to the public by the measure we have recommended, we would propose to make the prepayment of postage on all parcels of this description compulsory, and by means of stamps; and to subject those, on which the postage has not been prepaid by proper stamps, to the rates pre- for ordinary banghy parcels, the same rule also being followed in respect to excess of the maximum weight allowed.

336 The cost of conveying the banghy post at present, as far as we are able to ascertain it, is about 1 anna $4\frac{1}{2}$ pies for every 20 tolahs of chargeable weight; and as the receipts from ordinary banghy parcels will, under the revised scale we have proposed, remain in all probability nearly the same, and consequently yield the same profit as at present, we think that in consideration of the advantages likely to arise from the more extended diffusion of useful knowledge in the interior of India, it would

Present cost of conveyance.

NOTE—This has been calculated on the combined results shown by the Bengal and Madras returns, from which, as already explained, the nearest approximation can be made to the present actual cost by proportioning the aggregate cost of conveyance to the gross weight of all the banghy carried in a month, thus,

Gross weight in Tolas	Gross cost	Tolas	Ann	Pie
	Rs	A	P	
1369390 *	5858	6	9	20
				1 458610
				136840

be very advisable to adopt a rate for pamphlet banghy postage, slightly below the actual cost of conveyance, tola for tola, of the whole banghy mail

Rates proposed

337 With these views we would recommend the adoption of the following rates:—

On every parcel of the description noted above not exceeding 20 tolahs in weight, one anna.

On every parcel exceeding 20 tolahs, but not above 40 tolahs, two annas; and for every 20 tolahs in weight above 40 tolahs, or for every fraction of the same an additional anna up to 120 tolahs, beyond which no such parcel would be received.

338. We have to consider, in connection with this subject, Mr Under Secretary

Proposal to establish a Book Post between England and India considered.

* Grey's letter, No 207, dated 21st February last, referring for our consideration, a plan for the establishment of a Book Post between England and the Colonies, which Her Majesty's Post Master General is desirous should be extended to this country.

339. The details of the scheme are as follows:—

NOTE—We observe from the English papers that it has been notified that the arrangement here proposed would come into operation on and after the 1st March 1861.

1st.—That printed Books, Magazines, Reviews, or Pamphlets (whether British, Colonial, or Foreign) be permitted to be sent through the post from the United Kingdom to any British Colony, or from any British Colony to the United Kingdom, whether the conveyance be by packet or by private ship, at the following rates of postage, viz

	s.	d.
For a single volume not exceeding $\frac{1}{2}$ lb. in weight,	0	6
For a single volume exceeding $\frac{1}{2}$ lb. and not exceeding 1 lb.,	1	0
For a single volume exceeding 1 lb. and not exceeding 2 lbs.,	2	0
For a single volume exceeding 2 lbs. and not exceeding 3 lbs.,	3	0
And so on, adding 1s. for every additional pound, or fraction of a pound.		

2ndly.—That the charge be the same, whether the Books, &c. be posted or delivered at the Port, or whether they be posted or delivered at any place in the interior of the Colony.

3rdly.—That pre-payment be insisted upon in all cases. In the United Kingdom the postage being required to be paid *in stamps*, and in the Colony being paid *in money*.

4thly.—That, to prevent the inconvenience which might ensue from a large arrival of Books, &c., by the same mail, the Colonial Post Masters be authorised, in cases of necessity, to delay the dispatch of such Books to or from the interior, until the dispatch of the mail next after that by which they would, in the usual course, be sent, or, at their option, for a period not exceeding one week.

5thly.—That no book be sent by any route which would entail an expense of transit postage on the Department.

6thly.—That one-third of the total charge be considered as paid for the Inland British rate, one third for the Sea rate, and the remaining third for the Colonial Inland rate.

7thly.—That printed Books, &c., sent through the Post under the Regulations here proposed, be subject in all respects to the same restrictions as newspapers.

340 From the 6th clause it appears that the total charge of postage on such Books, &c., is to be considered divisible into three parts, one of these being looked upon as paid for the Inland British rate, another for the Sea rate, and the third for the Colonial Inland rate. Now, as in this country this last item of charge will have to be borne by the Indian Government, we conclude it is intended that one third of the gross postage levied in England in advance on all books and pamphlets, forwarded to India under the proposed arrangements, should be paid or credited in account to the East India Company, in consideration of their conveying all such books, &c., intended for the interior of India, to their final destination without additional charge. If we are correct in this assumption it will follow that the adoption of the plan proposed would be equivalent to the introduction of one uniform rate of 2*d*. on all such Books, not exceeding $\frac{1}{2}$ a pound in weight and increasing at the rate of 2*d*. the half pound, by the banghy post, without reference to distance.

341. We have no means of judging to what extent such a scheme would increase the weight required to be sent into the interior by the banghy post. The returns received from the Post Office, do not show what proportion of the gross weight now carried is on account of books, &c., received from other countries, and what for those posted in India, and did they do so, they would afford no data from which to judge the effect of so great a reduction in the rate of charges on Books sent from the Colonies, both as regards their steam and inland postage, as would be occasioned by the proposed scheme. The natural effect would, however, of course be greatly to increase the number of books sent.

342. We have already recommended the introduction, under certain limitations, of an uniform book and pamphlet postage, chargeable at the rate of one anna for every 20 tolas in weight, and without reference to distance; and this would admit of books and pamphlets received from England being forwarded by the banghy post into the Mofussil, on the terms proposed by the Post Master General of the United Kingdom; as his scale would in fact give a slightly higher rate of postage to the Indian Government, than that recommended by us, 2d. for the $\frac{1}{2}$ lb. being equivalent, at the rate of two shillings for the rupee, to 1 anna 4 pies for 20 tolas. Provided, therefore, the weight of each parcel so sent be limited to 120 tolas, or 3 lbs, which should, as we have stated above, be the maximum weight carried at an uniform rate of charge, and the dimensions laid down by the Act be not exceeded, there can, we think, be no difficulty in carrying the arrangement into effect, and we are of opinion that the proposition submitted may be entertained and agreed to.

343. Before leaving this part of our subject we desire especially to draw the attention of the Government to the Bullock Train which has been established in the North-West Provinces for the conveyance of heavy goods and passengers at a cheap rate, and which though not necessarily connected with the Post Office or recognized by any law, is managed by the officers of the department. The extent to which this establishment has afforded accommodation

Year	Receipt.	Charges.	Profit	Loss	Net Profit
1845-46.	4,589 0 0	4,811 0 0	0 0 0	222 0 0	0 0 0
1846-47.	13,906 0 0	17,980 0 0	0 0 0	4,380 0 0	0 0 0
1847-48.	50,746 0 0	48,673 0 0	2,173 0 0	0 0 0	0 0 0
1848-49.	1,30,948 0 0	1,07,903 0 0	23,045 0 0	0 0 0	0 0 0
1849-50.	1,62,582 10 4	1,38,409 3 2	24,173 7 2	0 0 0	0 0 0
Total.	3,62,411 10 4	3,17,582 3 2	44,811 7 2	4,602 0 0	40,209 7 2

to the Government and to the public may be gathered from the statement of receipts and charges in the margin. It has also had the beneficial effect of proving that the land carriage of heavy goods on a

large scale may be undertaken with profit by any person, or body of persons, possessing capital enough to provide the necessary carrying stock; and more than one association have since engaged in the same business. The arrangements of these companies are far from being so complete as to require the Government to withdraw from the field; but we should deprecate any extension of the operations of the bullock train, or any reduction of charge with a view to competition. In the mean while the profits arising from the bullock train, as well as from the van and passenger establishment, may be fairly regarded as an asset of the Post Office to be set off against any temporary loss incurred by a reduction in the rates of letter postage.

VIII. DISTRICT DAWKS.

In the Lower Provinces of Bengal a postal communication between each Police Thannah and the Sudder Station of the district is kept up by the Zemindars under the Provisions of Regulation XX. of 1817; but these posts are not open to the community, who are obliged to send letters by more circuitous routes, even where a direct

postal communication exists. Even the Zemindars who pay for the dāk are not allowed to use it, and as an instance of the inconvenience which the public suffer from this exclusion, we may mention that while Police reports from Sarajunge to Bogra, a distance of 40 miles go by Zemindarry dāk in one day and a half, all private letters go by Pubna and Rajshabee, and are six days on the road.

345. In the North-West Provinces, the system under which the district dawks are maintained is not uniform, but great facility of correspondence is afforded by their means, and the rapidly increasing use which is made of them shows the estimation in which they are held. In some districts a general cess, varying from one anna and a quarter to one anna and three quarters on every hundred rupees of land revenue, is collected from the Zemindars for the support of the dāk. In some districts the villages through which the road happens to pass are compelled to keep up an establishment for the conveyance of the Police reports and private letters, and in some, the district dawks are conveyed by the Police establishment without cost to the inhabitants. In Goruckpore alone all private letters are carried free of postage in consideration of the cess levied on the landholders.

346. The district dawks in the North-West Provinces were first made available for private correspondence in 1838, but proper means were not taken to induce people generally to resort to them until 1846-47. In that year 199,130 general post letters were conveyed to and from the villages in the interior of districts by means of the district dawks, and in 1849-50, 244,838 general post letters were similarly carried, in addition to 113,047 which passed only from Thana to Thana. In 1850-51 additional facilities were afforded by the supply of letter boxes with locks to each Thana, all letters dropped into which, if for transmission by regular post, are dispatched bearing, without any charge for district postage, and, if for delivery within the zillah are delivered for a charge of half an anna on every tola in weight.

347. In Madras the district dawks, which had previously existed for the necessary transmission of the official correspondence between the Collectors and Magistrates, and all their Subordinate Officers (the dawks being carried by the peons of the regular establishments as they could be spared from other duty), were in 1846 generally opened to the public. No change was then made in the means of conveying the dāk; the peons were still retained as a Revenue or Police charge; and, except latterly in one or two districts, no debit appears in any account for the cost of conveying this portion of the mail. Accounts of the number of letters posted in each Province have not been generally kept, but the collections had risen to rupees 21,734 in 1848-49, when the expenses were only rupees 10,756. As 84,492 letters have been carried in a single district in one year and the shown themselves desirous of taking advantage of the facilities which it afforded.

348. In Bombay the institution was first regularly established in 1841, before which a daily communication was for the most part kept up in each ^{Bombay.} Collectorate between the principal station and the towns in which the head district Offices were located, though the accommodation was not open to the public. In that year the dawks were placed under an uniform system, and rules were laid down by Government for their regulation and management. In Bombay the dawk is also carried by the Revenue and Police peons, but the amount of their pay is debited to the head of District Dawk. In this Presidency likewise the public have shown an inclination to avail themselves of the facilities afforded for intercommunication by the district dawks; the chargeable letters having increased in six years nearly three and a half fold.

349. The district dawks having sprung from the communication necessarily kept up by the Collectors and Magistrates with their district offices, and being in fact merely an extension of it, have been generally confined to the limits of each particular zillah, and have not, with a single exception in the Bombay Presidency, extended to neighbouring districts, however near together their border towns may be.

350. It is no doubt desirable that these dawks should eventually lose their distinctive character, and be incorporated with the regular post, under the control of the Post Master General; but we consider that at present such a measure would be premature, and likely to diminish the utility of the institution. It would also add very considerably to its expense, by making it necessary to substitute paid runners throughout the country for the peons who now convey the dawks, and to provide additional means of superintendence. The institution must be considered as still in its infancy, and in its present stage is better managed by the Collectors and Magistrates than it could be by the Post Master General. The last section of the Draft Act which accompanies our report empowers the Government to subject these dawks to such parts of the Act, and to such of the rules for the management of the Post, as may from time to time be deemed expedient.

351. In separate Reports we have entered in detail into the improvements of which we consider the district dawks to be immediately capable, particularly recommending that their operations, which are now confined to the limits of each particular district, should be extended so as to open postal intercommunication between neighbouring provinces more direct than is afforded under the present system.

352. The only question which requires consideration in this place is, what shall be the rate of postage charged on letters delivered through the district dawk. At present a letter sent from or delivered at any village where there is no regular Post Office, is charged with the district postage regulated on a different principle from the general post rate, in addition to whatever amount may have been paid, or may be due, for its conveyance by the regular post. A continuance of this system would be entirely opposed to the principle on which an universal rate has been proposed; and

we are of opinion that the same uniform rate of postage charge which may be made for communications sent by the General Post should be made applicable to those forwarded by District Dawks, and that the prepayment of the regular dawk postage by a stamp should hereafter free every letter from any additional charge, notwithstanding that it had been carried for a part of its course by the regular post, and for part by the district dawk. This we consider to be the only principle on which, in fairness, the Government can treat letters conveyed by the district dawks, which are for the most part maintained without expense to Government, and which, though organized and necessarily kept up for the Public Service, have yielded a considerable surplus revenue ever since they were opened to the public.

353. All postage on letters passing through the district dawks will, if our recommendation be adopted, be either prepaid in stamps, or charged double if unpaid. In the former case the receipts will merge in the General Post Office stamp revenue, and in the latter they should be either remitted to the nearest Post Office or credited in account to the department. All separate accounts of district dawk postage should cease. Under this arrangement, there would be no apparent revenue from district dawks; but the extent to which they contribute to the support of the Post Office can always be ascertained from the number of letters passing through them, and the amount so shown held available, where necessary, for their improvement.

354. In the Bombay Presidency the facilities afforded to the public by these dawks are confined to communications between the Sudder or principal station in a district, and the places at which the subordinate Revenue or Police Officers of Government are located; but, as a periodical communication is kept up between such places and every village in the same local division, there would be no difficulty in arranging for the transmission of letters to and from each village by means of the Chukhedars, or village watchman, as is now done in the North-West Provinces and Madras. It would not be practicable, nor is it necessary, to keep up a daily communication between the district Office and every village; all that is requisite is to provide the means for the transmission of the correspondence of the rural population eventually, and with certainty, to its destination.

355. In the North-West Provinces and Madras, although the district dawks are under the management of the Magistrates and Collectors, they are to a certain extent superintended by the Post Master General, who corresponds with the local officers, receives from them returns of letters, and of receipts and disbursements, and suggests arrangements whereby the district dawks may be made more useful auxiliaries to the General Post. To this extent we think the interference of the Post Master General is advantageous, and should be authorized generally throughout India; but, as we have already stated, it does not seem advisable at present to deprive the Collectors and Magistrates of the control they exercise over the internal communications of their several districts.

